



Report To:	Inverclyde Alliance Board	Date:	1 October 2018
Report By:	Ruth Binks Corporate Director, Education, Communities and Organisational Development	Report No:	
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Subject:	Community Planning: An Update Impact Report by Audit Scotland		

1.0 PURPOSE

- 1.1 The purpose of this report is to bring to the attention of the Board a report by Audit Scotland outlining the impact of its report on community planning which was published in March 2016.

2.0 SUMMARY

- 2.1 The Community Planning: An Update Impact report summarises the impact made by the joint Accounts Commission and Auditor General for Scotland performance audit on Community Planning which was published on 3 March 2016.
- 2.2 Audit Scotland had published previous reports in 2013 and 2014 and the 2016 report was an update on progress since 2014. It examined the policy context for community planning and developments since November 2014 and progress made nationally and locally against the recommendations in our previous report.
- 2.3 The report made recommendations for the Scottish Government, COSLA and CPPs. A list of the recommendations for Community Planning Partnerships can be seen in paragraph 4.
- 2.4 The full report gives an update on what the Scottish Government and CoSLA have done in response to the recommendations and can be downloaded here http://www.audit-scotland.gov.uk/uploads/docs/report/2018/ir_180824_community_planning.pdf

3.0 RECOMMENDATIONS

It is recommended that the Alliance Board:

- a. Notes the publication of the Audit Scotland impact report on its report Community Planning – An Update.
- b. Agrees any improvement areas identified be included in the new Alliance Board Improvement Plan.

Ruth Binks
Corporate Director, Education, Communities and Organisational Development

4.0 BACKGROUND

- 4.1 The Scottish Government, COSLA and the Improvement Service provided updates on progress against the recommendations made in Audit Scotland's report in early 2018.
- 4.2 There is a mixed picture of progress against the recommendations. A number of changes brought about by the Community Empowerment (Scotland) Act 2015 and the Scottish Government's accompanying statutory guidance on community planning (December 2016) are relatively recent. It will take time to see the full effect of these changes and Community Planning Partnerships (CPPs) still face difficult challenges in delivering change and improving outcomes in an increasingly complex landscape of public service reform.
- 4.3 Progress is being made in some areas and in other areas activity is ongoing. The updates in the report are on what the Scottish Government, CoSLA and the Improvement Service have been doing.
- 4.4 The report highlights that the Improvement Service and NHS Health Scotland are leading work to provide improvement support and identify and share good practice within CPPs. The Outcomes, Evidence and Performance Board (OEPB) will increasingly look to identify, test and tackle potential obstacles to effective community planning. The Scottish Government has launched its refreshed National Performance Framework and continues to review performance frameworks and indicators across specific sectors to increase the emphasis on outcomes, but the report accepts that CPPs still operate within a complex network of accountability frameworks.
- 4.5 Audit Scotland identify that since their community planning report was published in March 2016, the wider public service reform agenda has evolved. This has increased the importance of local and regional partnership working, in particular Integrated Joint Boards, City Deals and education regional improvement collaboratives. This increasingly crowded landscape of public service reform creates risks around the capacity and ability of CPPs to fulfil their role in delivering the system wide change envisaged by the Christie report.
- 4.6 There remain some outstanding issues that Audit Scotland would like to see the Scottish Government address. In particular, they would like to see further progress made in developing an approach to evaluating the impact of community planning on driving public service reform and improving outcomes. This includes assessing how changes to national performance frameworks and governance arrangements are supporting improved partnership working at local level.
- 4.7 Audit Scotland anticipate that these issues will be addressed in the Scottish Government's national review of the overall effectiveness of community planning following the Community Empowerment Act. This is likely to take place in late 2019/2020, to allow time for the new arrangements to bed in. This will be an important strategic test of the effectiveness of community planning as a vehicle for delivering change and improvement, given the key finding in their 2016 report that, over a decade after it was placed on a statutory basis, 'community planning [was] not yet delivering the ambitious changes in the way public services are delivered with and for communities'.
- 4.8 In terms of the recommendations for CPPs the following is set out in the report.

Community Planning Partnerships should: • target their resources on a larger scale towards their priorities and shift them towards preventative activity.	<p>Although we have not done any further local audit work in CPPs since publication of the update report evidence from our community empowerment development activity with our scrutiny partners, relevant performance audit activity, and local Best Value audit work indicates that:</p> <ul style="list-style-type: none"> • local authorities and their partners are still finding it difficult to make a strategic shift of resources towards preventative activity • some progress is being made in using the Community Empowerment legislation to give local communities a stronger voice in planning local public services • more work is needed to align CPP activity and public service reform at both national & local level • there are concerns amongst some community planning partners about the extent to which community planning is still seen as central to the Scottish Government's broader public service reform agenda <p>Improvements in community planning at a local level are being picked up through the work of other organisations and forums. The OEPB is taking the lead on coordinating improvement activity for community planning. The Improvement Service is working with others to provide improvement support for CPPs nationally. What Works Scotland plays an important role in progressing good practice and key development themes around community planning.</p> <p>The Improvement Service, NHS Health Scotland and Audit Scotland conducted a review of LOIPs and published the findings in June 2018. http://www.improvementservice.org.uk/documents/OEPB/board-papers-may2018/oepn-24may18-item4.pdf</p> <p>Audit Scotland is part of the Strategic Scrutiny Group, and is working with its scrutiny partners to develop a coordinated approach to the scrutiny of community empowerment. We will also continue to monitor developments in community planning through the Health, Care and Communities cluster, the Shared Risk Assessment process, our Best Value audit work, and work on health and social care integration.</p>
Community Planning Partnerships should: • ensure local communities have a strong voice in planning, delivering and assessing local public services.	
Community Planning Partnerships should: • promote and lead local public service reform.	

5.0 PROPOSALS

- 5.1 It is proposed that the Alliance Board note the publication of the Impact Report and agree to include areas highlighted for improvement in the new Alliance Board Improvement Plan.

6.0 IMPLICATIONS

- 6.1 Legal: None
Finance: None
Human Resources: None
Equality and Diversity: None
Repopulation: None
Inequalities: None

7.0 CONSULTATIONS

7.1 n/a

8.0 LIST OF BACKGROUND PAPERS

8.1 <http://www.audit-scotland.gov.uk/report/community-planning-an-update-impact-report>
<http://www.improvementservice.org.uk/documents/OEPB/board-papers-may2018/oepr-24may18-item4.pdf>

Community planning: an update Impact report

ACCOUNTS COMMISSION 

AUDITOR GENERAL 

Prepared by Audit Scotland
July 2018

Contents

Summary of overall impact	3
Introduction	5
Raising awareness and communication of key messages	6
Parliamentary consideration	7
Contribution to national developments.....	7
Appendix - Progress on implementing recommendations	10

Summary of overall impact

1. The Scottish Government, COSLA and the Improvement Service provided updates on progress against the recommendations in our report in early 2018. In its update, COSLA noted that our report “was very helpful in taking stock of community planning progress, and in focusing national and local government and wider public services on further improvement.”
2. There is a mixed picture of progress against our recommendations (see appendix). A number of changes brought about by the Community Empowerment (Scotland) Act 2015 and the Scottish Government’s accompanying statutory guidance on community planning (December 2016) are relatively recent. It will take time to see the full effect of these changes and Community Planning Partnerships (CPPs) still face difficult challenges in delivering change and improving outcomes in an increasingly complex landscape of public service reform.
3. Progress is being made in some areas. The Scottish Government’s statutory guidance on community planning (December 2016) places local communities at the heart of public service delivery and clarifies expectations for CPPs. The Improvement Service and NHS Health Scotland are leading work to provide improvement support and identify and share good practice within CPPs. Although the ‘test of change’ did not happen, the Outcomes, Evidence and Performance Board (OEPB) will increasingly look to identify, test and tackle potential obstacles to effective community planning.
4. In other areas, activity is ongoing. For example, the Scottish Government is taking steps to encourage and support local public service leaders to decide how to respond to the specific needs of their communities, but it is too soon to assess the impact of this. There are concerns amongst some community planning partners about the extent to which community planning is still seen as central to the Scottish Government’s broader public service reform agenda. The Scottish Government has launched its refreshed National Performance Framework and continues to review performance frameworks and indicators across specific sectors to increase the emphasis on outcomes, but CPPs still operate within a complex network of accountability frameworks.
5. Since our community planning report was published in March 2016, the wider public service reform agenda has evolved. This has increased the importance of local and regional partnership working, in particular Integrated Joint Boards, City Deals and education regional improvement collaboratives. This increasingly crowded landscape of public service reform creates risks around the capacity and ability of CPPs to fulfil their role in delivering the system-wide change envisaged by the Christie report.
6. There remain some outstanding issues that we would like to see the Scottish Government address. In particular, we would like to see further progress made in developing an approach to evaluating the impact of community planning on driving public service reform and improving outcomes. This includes assessing how changes to national performance frameworks and governance arrangements are supporting improved partnership working at local level.

7. We anticipate that these issues will be addressed in the Scottish Government's national review of the overall effectiveness of community planning following the Community Empowerment Act. This is likely to take place in late 2019/2020, to allow time for the new arrangements to bed in. This will be an important strategic test of the effectiveness of community planning as a vehicle for delivering change and improvement, given the key finding in our 2016 report that, over a decade after it was placed on a statutory basis, 'community planning [was] not yet delivering the ambitious changes in the way public services are delivered with and for communities'.
8. The recommendations in our report were focused on two of the four audit dimensions - governance and transparency and value for money (Exhibit 1).

Exhibit 1

Impact in terms of the four audit dimensions



Action taken by the Scottish Government to clarify its expectations of CPPs have helped to improve governance by setting out long-term expectations against which performance can be assessed.

The creation of a publicly accessible portal of improvement support should facilitate improved targeting and therefore better value for money of national improvement support.

Introduction

9. This report summarises the impact made by the joint Accounts Commission and Auditor General for Scotland performance audit *Community planning: an update*, published on 3 March 2016.
10. This was our third report on community planning in Scotland, building on reports published in March 2013 and November 2014. The report provided an update on progress since the 2014 report, and examined:
 - the policy context for community planning and developments since November 2014
 - progress made nationally and locally against the recommendations in our previous report.
11. Community planning is the process by which councils and other public bodies work with local communities, businesses and voluntary groups to plan and deliver better services and improve the lives of people who live in Scotland. Community planning is led by Community Planning Partnerships (CPPs). There are 32 CPPs, covering each council area.

Key messages and recommendations

12. The key messages from the report were as follows:
 - Progress on community planning is being made both locally and nationally. But it is not yet delivering the ambitious changes in the way public services are organised and delivered, with and for communities, that were envisaged in the Statement of Ambition. This is at a time when the role of CPPs becomes increasingly important as public bodies work together to address the growing challenges identified by the Christie Commission.
 - Overall, CPPs continue to build on the positive progress we reported in 2014. In particular, they are improving leadership and scrutiny and are using data to set clearer priorities. CPPs also continue to implement a range of projects targeted at specific groups or communities. But we have yet to see CPP partners sharing, aligning, or redeploying their resources in significantly different ways and on a larger scale to deliver the CPPs' priorities, in line with the 2013 agreement on joint working on community planning and resourcing. The Statement of Ambition was clear that communities have a key role to play in shaping local public services, but involving communities fully in planning and delivering local services still remains at an early stage in many CPPs.
 - The Scottish Government is improving its understanding of how individual CPPs are performing and has identified priorities for improvement. It has not yet used this to develop, with COSLA, a well-coordinated national programme of support that reflects known good practice and is tailored to meet individual CPP's improvement and development needs.

- The Scottish Government is strengthening its focus on outcomes in some policy areas. But the way in which public bodies report performance, and are held to account, does not always reflect the Scottish Government's policy of promoting outcomes, prevention and reducing inequalities. In particular, some short-term national performance targets are making it difficult to reform services to deliver more preventative service models. It is difficult to see how CPPs can meet the expectations of the Statement of Ambition without changes being made to how public sector partners and CPPs are held to account for their performance.
- Stronger national leadership is needed to enable community planning to meet its full potential. The National Community Planning Group (NCPG) has not met since December 2014 and the Scottish Government is proposing to disband it. The Community Empowerment (Scotland) Act 2015 sets out new statutory duties for CPPs and statutory guidance provides an opportunity to clarify the Scottish Government's expectations for community planning. But this is not enough to deliver the ambitious changes that were envisaged in the Statement of Ambition. To meet these expectations, fundamental changes must be made to the way public services are planned and delivered.
- There is a need to streamline national performance management frameworks and create a better balance between measures of service performance and local outcomes, prevention and the performance of partnerships. This should involve placing the views of local communities at the heart of measuring success in public service delivery. The Scottish Government also needs to work with others to create a climate and culture where local public service leaders feel confident that they have autonomy and authorisation to decide how to respond to the specific needs of their communities. Local public service leaders also need to play their part by showing strong local leadership of change.

13. The report made recommendations for the Scottish Government, COSLA and CPPs. A full list of the recommendations can be seen in the appendix. It also provides a summary of progress against the recommendations for the Scottish Government and COSLA.

Raising awareness and communication of key messages

14. There was not significant media coverage of the report. It was covered by The Scotsman and The Herald and received some attention online by specialist publications.
15. In the 12 months since publication, the report was downloaded 3,937 times from Audit Scotland's website and the podcast was downloaded 88 times.
16. The team presented the findings of the report at a Holyrood conference on community planning in Edinburgh in May 2016.

Parliamentary consideration

17. The report was considered by the Public Audit Committee on 9 March 2016.¹ The committee's questions focused on national leadership for community planning, pooling of resources and shared services, engagement with local communities, and supporting improvement. As this was the last committee meeting before the Scottish Parliament election, the committee did not take any further evidence on the report.
18. Although the Public Audit and Post-Legislative Scrutiny Committee (established June 2016) has not considered community planning specifically, it has expressed an interest in how the Scottish Government implements change. In particular; the effectiveness of national leadership, how well reform is evaluated, and the impact reform is having on improving public services.
19. The audit team met with the clerk of the Scottish Parliament Local Government and Regeneration Committee on 17 March 2016 to discuss the findings of the report in relation to the ongoing work of the Committee.

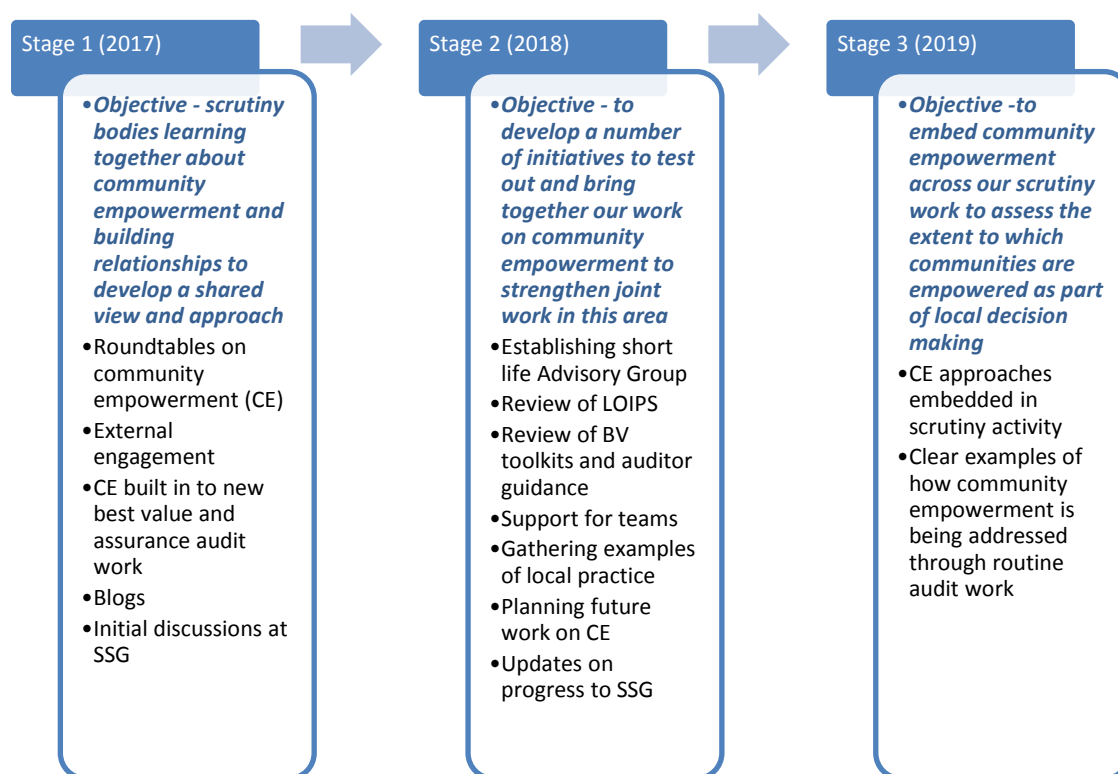
Contribution to national developments

20. Since our report published in March 2016, the Scottish Government has published the following statutory guidance, to support provisions in the Community Empowerment (Scotland) Act 2015:
 - guidance on community planning, December 2016 (Part 2 of the Act)
 - guidance to enable community bodies to request the transfer of assets to them, January 2017 (Part 5 of the Act)
 - guidance to enable communities to request participation in decisions and processes which are aimed at improving outcomes, April 2017 (Part 3 of the Act).
21. At the end of 2016, Lorraine Gillies was seconded to Audit Scotland for a year from West Lothian Council to help develop our approach to assessing community engagement. During this period Lorraine was involved in discussions with the Scottish Government and others on the development of this guidance and an approach for evaluating community planning.
22. Audit Scotland is part of the Strategic Scrutiny Group (SSG), which is a national forum (hosted by the Accounts Commission) of all scrutiny bodies in Scotland. The SSG ensures that the scrutiny of public sector bodies is better targeted and scrutiny reflects any risks identified. With the SSG we have undertaken a range of activities with the aim of developing a coordinated approach to the scrutiny of community empowerment. A summary of this activity is shown in Exhibit 2.

¹ The official report of the meeting can be found here:
<http://www.parliament.scot/parliamentarybusiness/report.aspx?r=10427&mode=pdf>

Exhibit 2

Activity by the Strategic Scrutiny Group to develop a coordinated approach to the scrutiny of community empowerment



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23. Audit Scotland, the Improvement Service and NHS Health Scotland reviewed Local Outcome Improvement Plans (LOIPs) on behalf of the Outcomes, Evidence and Performance Board (OEPB). The findings were published in June 2018, and showed that overall there is variability in the scale and scope of LOIPs across Scotland.² Progress is being made against the expectations of the Community Empowerment Act and associated guidance, but there remains a need for LOIPs to be more focused on the areas where the CPP can make the biggest impact. The review will be used to help the Improvement Service, working with others, to continue to develop and deliver appropriate support for CPPs.
24. The Community Empowerment Act places a duty on Scottish Ministers to consult on, develop and publish a new set of national outcomes for Scotland. The Scottish Government consulted on this during 2017 and launched a refreshed [National Performance Framework](#) in June 2018. This includes 11 national outcomes and 81 national indicators that will be used to track and measure progress towards achieving them. The framework will play an important role in the

² *Local Outcomes Improvement Plans stocktake: emerging themes*, Audit Scotland, Improvement Service, NHS Health Scotland, June 2018.

http://www.improvementservice.org.uk/documents/community_planning/loip-stocktake-emerging-findings-may2018.pdf

Scottish Parliament's scrutiny of the Scottish budget. The new budget process places increased emphasis on evaluating the economic and social outcomes being achieved by public spending. This includes assessing the extent to which previous spending plans are delivering the national outcomes.

25. Audit Scotland's work programme includes a performance audit on community assets in 2019/20. This is likely to assess how organisations across the public sector are working with local communities to make best use of community assets, and the local impact of the Community Empowerment (Scotland) Act. It may provide an opportunity to evaluate further progress in some of the areas highlighted in this impact report.

Appendix - Progress on implementing recommendations

This table provides a summary of progress against our recommendations. It is based on responses and evidence provided by the Scottish Government, COSLA and the Improvement Service. Where recommendations are closely related, we have grouped them together.

Recommendation	Progress
<p>The Scottish Government should:</p> <ul style="list-style-type: none"> clarify its specific performance expectations for CPPs and partners through its statutory guidance on the Community Empowerment (Scotland) Act 2015. <p>The Scottish Government and COSLA should:</p> <ul style="list-style-type: none"> set out a clear route map for improving community planning with short-, medium- and long-term steps that will be taken locally and nationally to implement the Statement of Ambition and the Community Empowerment (Scotland) Act 2015 including how the impact of these changes will be assessed. <p><i>Audit dimension – governance and transparency</i></p>	<p>The Scottish Government has clarified performance expectations for CPPs and partners through its statutory guidance on the Community Empowerment (Scotland) Act 2015. (Green)</p> <p>The Scottish Government published statutory guidance on community planning in December 2016, when the new statutory provisions for community planning in Part 2 of the Community Empowerment (Scotland) Act 2015 came into force. The Scottish Government's response notes that this guidance supersedes the Statement of Ambition from 2012 and work of the National Community Planning Group. The guidance sets out the Scottish Government's vision for community planning, a clear set of principles for effective community planning and specific long-term expectations for CPPs and partners.</p> <p>The Scottish Government reports that feedback on the guidance from CPPs and partners indicates that they value the focus on what effective community planning should achieve, rather than on the mechanics of how CPPs organise themselves. The guidance, alongside the development of Local Outcome Improvement Plans (LOIPs), provides CPPs with an appropriate balance between national expectations and the flexibility to reflect local needs and circumstances.</p> <p>The statutory guidance sets out long-term expectations for CPPs and short-term steps in preparing Local Outcome Improvement Plans. But it stops short of providing a 'route map' for improving community planning, which is now in the hands of individual CPPs. (Green)</p> <p>The statutory guidance includes long-term expectations on what community planning should achieve. It also includes specific short-term steps that should be taken by CPPs in preparing their LOIPs and Locality Plans. It stops short of providing a 'route map' of steps that should be taken, locally and nationally, to achieve the long-term vision for community planning set out in the guidance.</p>

Recommendation	Progress
	<p>The Scottish Government's consultation on the guidance included a specific question on this – ‘Do you think there are common short or medium-term performance expectations which every CPP and partners should be expected to meet?’ A small number of respondents (16%) indicated that this would be beneficial but did not suggest what the expectations could be. Overall, there was no strong appetite for this among CPPs on the grounds that it might create tension between national expectations and local flexibility.</p> <p>COSLA's response notes that embedding the community planning approach (e.g. local integration, shared outcomes, services built around place) within wider service delivery and reform has helped to set a broader 'route map' for reform in Scotland. And so any steps to improve community planning/partnership working need to be seen in this wider context.</p> <p>Assessing the impact of the Community Empowerment Act in improving community planning is proving difficult. But the Scottish Government is working with others to develop an evaluation framework and plans to evaluate the effectiveness of community planning during this parliamentary session. (Amber)</p> <p>The statutory guidance requires CPPs to evaluate and report on progress towards local outcomes in their LOIP and locality plan(s) and to publish annual progress reports. At a national level, the Scottish Government plans to review the overall effectiveness of community planning following the Community Empowerment Act during this Parliamentary session. This is likely to take place in 2019/2020, to allow time for the new arrangements to bed in.</p> <p>The Scottish Government and NHS Health Scotland are working with others to develop an approach to evaluating community planning, as part of the work for the Outcomes, Evidence and Performance Board (OEPB). It is proving challenging to develop a framework that can support evaluation at both local and national levels, and support OEPB's improvement work (e.g. to inform self-evaluation tools for CPPs or to map improvement support needs and offers). At its meeting in November 2017, the OEPB agreed to organise an event to test what people would find most useful from an evaluation framework. The Scottish Government is in the process of setting this up.</p> <p>We would like to see further progress made in developing an approach to evaluating the impact of community planning on driving public service reform and improving outcomes. This includes assessing how changes to national performance frameworks and governance arrangements are supporting improved partnership working at local level.</p>

Recommendation	Progress
<p>The Scottish Government and COSLA should:</p> <ul style="list-style-type: none"> work with the Improvement Service and others to establish a locally tailored national programme of improvement support for CPPs. <p><i>Audit dimension – value for money</i></p>	<p>The Improvement Service is working with others to provide improvement support for CPPs nationally, including a portal that signposts CPPs to support provided by national improvement agencies. (Green)</p> <p>In summer 2016, the Improvement Service and NHS Health Scotland launched a publicly accessible portal for CPPs and partnerships that contribute to community planning (e.g. health and social care partnerships). It brings together information about the wide range of support available from national improvement agencies. The Improvement Service and NHS Health Scotland continue to develop the portal, with the OEPB providing oversight. The OEPB is also developing arrangements for monitoring the portal's use and impact, assessing the quality and impact of support offered and identifying any gaps in support.</p> <p>An Improvement Service survey of Community Planning Managers in autumn 2016 highlighted that community participation was an area where CPPs would welcome support. In response to this, the Scottish Government is funding the Improvement Service and Scottish Community Development Centre (SCDC) to support CPP boards to develop their approaches to community participation. This will involve working with CPPs in six regional groupings to develop learning, take action to improve practice, and reflect collectively on opportunities and challenges in the current context.</p>
<p>The Scottish Government and COSLA should:</p> <ul style="list-style-type: none"> establish arrangements through which good practice within individual CPPs can be identified and shared. <p><i>Audit dimension – value for money</i></p>	<p>The Improvement Service and NHS Health Scotland are leading work to identify and share good practice within CPPs. (Green)</p> <p>The Improvement Service and NHS Health Scotland are jointly funding a part-time Community Planning Portal Manager for 12 months to develop the community planning portal (see above). The aim is to use the portal to showcase good practice. The OEPB anticipates that its work to evaluate 'what works' should provide case studies and evidence for this. Development of the portal was expected to start in January 2018.</p> <p>What Works Scotland has played an important role in progressing good practice and key development themes around community planning. Forums such as Community Planning Managers networks also provide ongoing opportunities to develop, share and collaborate around new ideas and opportunities. More widely, Local Government has taken steps to ensure that effective work by CPPs and local partnerships is built into existing channels for identifying and sharing best practice and innovation. For example, the COSLA Excellence Awards and SOLACE Innovation Exchange.</p>

Recommendation	Progress
<p>The Scottish Government and COSLA should:</p> <ul style="list-style-type: none"> establish a national forum which has the credibility and authority to address any national and local barriers to effective community planning. <p><i>Audit dimension – governance and transparency</i></p>	<p>The Scottish Government and COSLA have agreed that the Outcomes, Evidence and Performance Board (OEPB) will act as a national forum to coordinate improvement activity for community planning. (Green)</p> <p>The Scottish Government and COSLA believe that, since the publication of our report, both national and local government have united around a wider reform agenda based on local place, empowerment and participation. At the heart of this is designing and delivering services in ways that suit local communities. The Scottish Government and COSLA think that national leadership on shared challenges and opportunities can now be seen across a range of forums. This includes the following developments:</p> <ul style="list-style-type: none"> The Community Empowerment (Scotland) Act 2015 and statutory guidance on community planning, which provide clear expectations for community planning. Ministers and COSLA leaders agreed that the Scottish Government, COSLA and SOLACE officials should work together to add momentum to the Public Service Reform journey. They were initially planning to take forward workstreams on five specific themes, which were jointly identified as areas where working in partnership can drive accelerated progress. These were - a Place-Based Approach to Tackling Inequality; Local Inclusive Economic Growth; Shifting the Balance of Health and Social Care; Public Health Reform, and Education and Children's Services. COSLA and the Scottish Government jointly launched the Local Governance Review in December 2017, and agreed that work on promoting a place-based approach to tackling inequalities and local inclusive growth would be taken forward through this review. The Scottish Government and COSLA continue to work together on specific policy delivery programmes on shifting the balance of health and social care; public health reform; and education and children's services. The OEPB has recently refreshed its remit, which will increasingly look to identify and test potential obstacles to effective community planning and, where possible, take steps or offer advice on how to tackle these. <p>COSLA notes that, as wider reform processes take shape, leadership will be required to ensure that opportunities are explored for CPPs to develop in the context of the changing landscape.</p>

Recommendation	Progress
<p>The Scottish Government and COSLA should:</p> <ul style="list-style-type: none"> put in place a ‘test of change’ within a CPP to assess the impact of greater local autonomy on improving outcomes and identify any barriers to effective locally focused partnership working. <p>The Scottish Government and COSLA should:</p> <ul style="list-style-type: none"> evaluate the ‘test of change’ and implement the lessons learnt. <p><i>Audit dimension – governance and transparency and value for money</i></p>	<p>Proposals for a ‘test of change’ did not go ahead as CPPs saw more potential benefit in testing opportunities for freedoms and flexibilities through the new City Region Deals. (Red)</p> <p>When we published our report in March 2016, Scottish Government officials were working with local authority and NHS chief executives in two areas, to test their interest in developing proposals for a ‘test of change’. These proposals would have invited Ministers to agree to relax specific performance targets and/or funding conditions, in return for a commitment to direct additional investment towards prevention. In the end, neither area decided to proceed with this approach. They saw greater potential from pursuing flexibilities within a new City Region Deal to secure additional investment. The Scottish Government has received no specific requests since then to consider other tests of change.</p>
<p>The Scottish Government should:</p> <ul style="list-style-type: none"> streamline national performance management frameworks and create a better balance between short-term measures of individual service performance and the delivery of longer-term local outcomes through effective partnership working. <p><i>Audit dimension – governance and transparency and value for money</i></p>	<p>The Scottish Government continues to review performance frameworks and indicators to increase the emphasis on outcomes, but CPPs still operate within a complex network of accountability frameworks. (Amber)</p> <p>Following the Community Empowerment (Scotland) Act 2015, Scottish Ministers are now under a duty to consult on, develop and publish a new set of National Outcomes for Scotland. The Scottish Government consulted on national outcomes during 2017 and launched a refresh of the National Performance Framework in June 2018. The Scottish Government notes the new outcomes should allow it to better track progress in reducing inequalities, promoting equality, and encouraging preventative approaches.</p> <p>Performance frameworks are also being reviewed in specific sectors. For example:</p> <ul style="list-style-type: none"> The findings of the National Review of Targets and Indicators for Health and Social Care were published in November 2017. The review looked at how current targets and indicators align with the Scottish Government's strategy for the future of NHS and social care services and support the best use of public resources.

Recommendation	Progress
	<ul style="list-style-type: none"> Police Scotland are currently developing a new performance framework for national reporting, which will in turn influence local reporting. This framework will place a greater emphasis on how to better evidence more meaningful outcomes for local communities and those most at risk from harm. The OEPB has a workstream to ‘Ensure performance management arrangements for Scotland’s public services are fit for purpose and reflect the reform agenda’. This includes actions to: revisit and update where necessary work undertaken by the Public Service Reform Board to review performance management arrangements across the community planning sector; to report on key findings of this review; and to propose recommendations for national and local consideration arising from the findings of the review. This work is due to be reported to the OEPB by the end of August 2018.
<p>The Scottish Government should:</p> <ul style="list-style-type: none"> place the views of local communities at the heart of measuring success in public service delivery. <p><i>Audit dimension – governance and transparency and value for money</i></p>	<p>The Scottish Government placed the views of local communities at the heart of community planning, through the Community Empowerment (Scotland) Act 2015. (Green)</p> <p>The Community Empowerment (Scotland) Act 2015 clearly sets out that CPPs are accountable to their local communities for progress towards their community planning ambitions. CPPs are required to publish annual reports on progress towards local outcomes in their LOIP and locality plan(s). More broadly, statutory CPP partners are required to participate with community bodies in ways which enable those bodies to participate in community planning to the extent they wish. This includes reviewing progress towards local priorities and assessing the continued relevance of the LOIP and locality plans.</p> <p>One of the objectives of the review of national outcomes in the National Performance Framework was to ensure that they reflect the values and aspirations of the people of Scotland. Phase one of the review involved consulting with the public on what kind of Scotland they would like to live in. A total of 515 participants in both deprived and affluent areas were consulted, and the Children’s Parliament undertook engagement with children.</p>

Recommendation	Progress
<p>The Scottish Government should:</p> <ul style="list-style-type: none"> work with others to create a climate and culture where local public service leaders feel confident that they have autonomy and authorisation to decide how to respond to the specific needs of their communities. <p><i>Audit dimension – governance and transparency</i></p>	<p>The Scottish Government thinks that its statutory guidance on community planning has helped to emphasise the importance of local autonomy in responding to the needs of communities. (Amber)</p> <p>In its response, the Scottish Government notes that Scottish Ministers are committed to fostering a climate which encourages public sector leaders to reform services in order to better meet the needs of people and communities. The First Minister expressed this in a speech to the Scottish Leaders' Forum in June 2016, when she said: "... (W)here you show leadership and find ways to deliver services in a better way, we will back you. And where that means bringing to life truly collaborative leadership to improve outcomes for people, we will do everything we can to support you."</p> <p>The statutory guidance talks about effective community planning in terms of what it achieves (i.e. identifying and responding to a set of local priorities in a way that reflect the needs, circumstances and aspirations of local communities) rather than prescribing particular actions partners should take. The Scottish Government notes that this helps to reinforce its view that CPPs and local partners have the autonomy and authorisation to decide how to respond to the specific needs of their communities. Based on discussions with local partners, the Scottish Government feels that this is now well recognised. It is too soon to assess the impact of this.</p>
<p>Community Planning Partnerships should:</p> <ul style="list-style-type: none"> target their resources on a larger scale towards their priorities and shift them towards preventative activity. 	<p>Although we have not done any further local audit work in CPPs since publication of the update report evidence from our community empowerment development activity with our scrutiny partners, relevant performance audit activity, and local Best Value audit work indicates that:</p> <ul style="list-style-type: none"> local authorities and their partners are still finding it difficult to make a strategic shift of resources towards preventative activity some progress is being made in using the Community Empowerment legislation to give local communities a stronger voice in planning local public services more work is needed to align CPP activity and public service reform at both national & local level there are concerns amongst some community planning partners about the extent to which community planning is still seen as central to the Scottish Government's broader public service reform agenda.
<p>Community Planning Partnerships should:</p> <ul style="list-style-type: none"> ensure local communities have a strong voice in planning, delivering and assessing local public services. 	
<p>Community Planning Partnerships should:</p> <ul style="list-style-type: none"> promote and lead local public service reform. 	

Recommendation	Progress
	<p>Improvements in community planning at a local level are being picked up through the work of other organisations and forums.</p> <p>The OEPB is taking the lead on coordinating improvement activity for community planning. The Improvement Service is working with others to provide improvement support for CPPs nationally. What Works Scotland plays an important role in progressing good practice and key development themes around community planning.</p> <p>The Improvement Service, NHS Health Scotland and Audit Scotland conducted a review of LOIPs and published the findings in June 2018 (see paragraph 23).</p> <p>Audit Scotland is part of the Strategic Scrutiny Group, and is working with its scrutiny partners to develop a coordinated approach to the scrutiny of community empowerment. We will also continue to monitor developments in community planning through the Health, Care and Communities cluster, the Shared Risk Assessment process, our Best Value audit work, and work on health and social care integration.</p>