

Report To: Policy and Resources Committee **Date:** 24/09/13

Report By: John Mundell, Chair SOA **Report No:** PR/098/13/AH/MM
Programme Board

Contact Officer: Miriam McKenna, Corporate Policy **Contact No:** 2042
and Partnership Manager

Subject: Single Outcome Agreement Quality Assurance

1.0 PURPOSE

1.1 The purpose of this report is to update the Policy and Resources Committee on the meeting regarding the Quality Assurance of the Inverclyde Alliance Single Outcome Agreement (SOA), and the results from that process.

2.0 SUMMARY

2.1 A video conference was held with the review panel for the Inverclyde SOA on Monday 24 June 2013. The Review Panel consisted of Elma Murray (Chief Executive, North Ayrshire Council) and Gerald McLaughlin (Chief Executive, NHS Health Scotland), with an additional representative from Scottish Government. The Inverclyde panel was made up of:

- John Mundell, Inverclyde Council
- Ian Bruce, CVS Inverclyde
- Bruce Kiloh, Strathclyde Partnership for Transport
- Jennifer Stoddart, Scottish Government
- Aubrey Fawcett, Inverclyde Council
- Brian Moore, Inverclyde Council
- Alan Puckrin, Inverclyde Council
- Miriam McKenna, Inverclyde Council
- Supt Mark Shepherd, Police Scotland
- Albert Henderson, Inverclyde Council

2.2 The session consisted of a short presentation on the key points raised by a self assessment of the SOA by Inverclyde CPP and a discussion focused around some key questions between the two panels. At the end of the meeting both parties confirmed what improvement actions Inverclyde Alliance would undertake to improve the Single Outcome Agreement.

2.3 It was agreed that Inverclyde Alliance would focus on four areas of action, covering:

- Better reflection of asset based approaches used in the area to involve communities in the delivery of outcomes
- Setting out more examples of joint planning, tasking and co-ordinating and integrating service provision at neighbourhood levels, in the SOA
- Develop a process to identify how partners are shifting planning and resources to early intervention and to measure success on reducing demand, costs and releasing savings
- Reflect more practical examples in the SOA of partners working together to engage communities.

2.4 The SOA confirmation letter received from CoSLA regarding the Quality Assurance process is attached at appendix one. The draft improvement plan is attached at appendix two. This plan is in the

process of being refined by the SOA Programme Board.

3.0 RECOMMENDATIONS

3.1 It is recommended that the Policy and Resources Committee:

- a. Note that the Quality Assurance process for the SOA has led to the agreement of the SOA between Inverclyde Alliance and the Scottish Government

John W Mundell
Chair, Inverclyde SOA Programme Board
Chief Executive Inverclyde Council.

4.0 BACKGROUND

4.1 A video conference was held with the review panel for the Inverclyde SOA on Monday 24 June 2013. The Review Panel consisted of Elma Murray (Chief Executive, North Ayrshire Council) and Gerald McLaughlin (Chief Executive, NHS Health Scotland), with an additional representative from Scottish Government. The Inverclyde panel was made up of:

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4.2 Representatives of the Inverclyde CPP gave a short presentation setting out what the strengths and areas for development were for Inverclyde's SOA, based on a self assessment against the criteria issued by the Scottish Government which is attached at appendix three.

4.3 Key areas of strength that were agreed were:

- Inverclyde's SOA has a clear understanding of place, and this is a particular strength of the document
- There is a clear evidence base and the local context is set out under each local outcome
- Evidence of how communities have influenced the development of the outcomes is contained in the document
- There is a high level of information in regard to the Scottish Government policy priorities and each of the policy priorities is reflected in one or more of the local outcomes
- The SOA sets out clearly the vision and outcomes for Inverclyde linked to national outcomes
- The CPP is committed to focusing on areas with greatest inequality and deprivation
- The SOA is clear on how it is performance managed
- There are examples of early intervention and preventative work taking place set out in the document and some horizon scanning included to anticipate future demand
- Community engagement is referenced throughout the document with a clear commitment to co-production and capacity building in communities

4.4 However there are still a number of areas to be further developed. In regard to the request from Scottish Government to set out what partners are collectively doing and spending on prevention across all services, it was agreed the CPP would develop a process to map out the resources that are being deployed across the partnership in regard to particular areas of work relative to prevention and early intervention, but that it would be impossible for all partners to identify the specific funding allocated to the work.

4.5 The four areas for improvement are:

- Reflect a more asset based approach, using all the assets within Inverclyde's communities and partners, from physical assets to the skills and abilities which people can use to achieve better outcomes for themselves and their communities.
- Further development of examples of joint planning, tasking and co-ordinating and integrated service provision etc at neighbourhood levels and reflecting this in the SOA.
- Develop a process to identify how partners are shifting planning and resources to early intervention and identify how much early intervention/prevention is reducing demand, reducing costs and releasing savings.

- Reflect in the SOA more practical examples of partners working together to engage communities.

5.0 EXTERNAL FACTORS

- 5.1 The Quality Assurance process also gave CPPs the chance to identify any barriers to delivery which they have come up against. The Inverclyde Alliance highlighted that the Scottish Government expects partners to reflect local outcomes etc in their own documents, yet the CPP has no power to hold agencies to account if they fail to do this. Scottish Ministers have a key role to play here if they wish to see this.
- 5.2 Additionally, the ongoing financial situation and lack of resources across all CPP partners mean that organisations are having to deal with what is happening now as well as planning ahead and initiating preventative and early intervention, within very tight budgets. This will continue to be a challenge until the impact of early intervention begins to be felt, which will take some time. There is also a lack of capacity or resources within organisations to carry out in depth analysis of joint resourcing and its impact. Tracking change as a result of early intervention and prevention is very resource intensive and a long term commitment, and most agencies do not have officers available to dedicate to this.

6.0 NEXT STEPS

- 6.1 A confirmation letter has been received from CoSLA (see appendix one) and the SOA has been formally signed off, with the agreement to develop an improvement plan for the SOA (see appendix two).
- 6.2 The next steps for the Alliance Board, Programme Board and Outcome Delivery Groups is to deliver the actions set out in the improvement plan, and amend the SOA accordingly.

7.0 IMPLICATIONS

- 7.1 Legal: n/a
Finance: n/a
Personnel: n/a
Equality and Diversity: n/a
Repopulation: n/a

8.0 CONSULTATIONS

- 8.1 N/A

9.0 LIST OF BACKGROUND PAPERS

- 9.1 Inverclyde Alliance Single Outcome Agreement, Alliance Board, 17 June 2013

Appendix One – SOA Confirmation Letter

From the President Councillor David O'Neill



Cllr Stephen McCabe
Leader
Inverclyde Council
Municipal Buildings
Greenock

26th July 2013

Dear Cllr McCabe

I am writing to you in relation to the recent quality assurance of the Inverclyde Alliance's Single Outcome Agreement. As you will know, COSLA has consistently advocated an approach to public service reform that focusses on better outcomes for local communities. Over the last 18 months, Leaders have energetically pursued this agenda, with a particular focus on strengthening partnership working based around the Statement of Ambition agreed jointly with the Scottish Government in 2012.

As part of that work, each partnership developed a revised Single Outcome Agreement in line with the guidance that was issued jointly by COSLA and the Scottish Government in December. These shared 'plans for place' are an important element of the wider step change in community planning that local and national government have put at the heart of public service reform in Scotland.

Given the significant and long term scale of this task, Ministers and COSLA Leaders had agreed an approach to the quality assurance of draft Single Outcome Agreements, and eight teams, composed of senior officers from across Scottish Government, councils, NDPBs and police and fire services, have therefore been working with each CPP to take stock of progress and give Council Leaders and Ministers, respectively guardians of the contribution of local and national government services to this agenda, assurance that they can sign off the SOA and its associated development plan.

The quality assurance team has advised that its work is now complete and that you should be confident that you can sign off the SOA. Ministers will also formally write to the Chair of the CPP confirming their sign off. Please accept my personal thanks for helping to ensure that local government continues to lead the local reform of public services in Scotland. Indeed, although the scale and range of development activity is different in each partnership, our expectation is that all SOAs will be able to be signed off over the coming weeks.

The feedback from both CPPs and assurance teams has largely been very positive, and has also focussed on what is required nationally to enable partnerships to make progress locally. I am pleased that the process has also uncovered a large range of innovation and leading practice across Scotland, much of which has not been given the credit it deserves. We have a significant job to do nationally to capitalise on this resource and over the coming period we will be working on ways to champion successes and ensure that they are communicated far and wide.

Of course, in many respects, the real job of delivering the SOAs now begins, and achieving the stretching development actions that the partnership has set will be an important part of that process. There also remains much more to do across the wider community planning agenda, not least of all in

relation to important issues with a national dimension that COSLA will seek to drive forward using mechanisms such as the national community planning group.

However, with your support, we are arriving at position where Scotland has put in place 32 Single Outcome Agreements as a blueprint for the outcomes that good local partnership working can achieve. Contrary to the recent findings of the Local Government and Regeneration Committee, the quality assurance teams have also detected a strong sense of energy, commitment and enthusiasm around the CPP table; evidence that CPPs are acting on the Statement of Ambition and the recommendations of the Accounts Commission's work on improving community planning; and that this round of SOAs is significantly improved on what has gone before.

Thank you again for your contribution to the quality assurance process and please do not hesitate to contact me if you would like discuss any aspect further.

Your sincerely

Councillor David O'Neill
COSLA President

Cc: Minister for Local Government and Planning
John Mundell, Chief Executive, Inverclyde Council

Appendix Two – SOA Improvement Plan

Single Outcome Agreement Improvement Plan August 2013

Where are we now?	Where do we want to be?	How will we get there (including timescale)?	How will we know we are getting there?	Who is responsible?	How much will it cost?	Community Plan/SOA, Wellbeing Indicator
<p>Co-production and community engagement are reflected in the SOA, but asset based approaches are not highlighted.</p> <p>Co-production approaches are rolling out across services, and multiagency training is taking place.</p>	<p>Reflecting an asset based approach better in the SOA, using all the assets within Inverclyde's communities and partners, from physical assets to the skills and abilities which people have and can use to get better outcomes for themselves and their communities.</p>	<p>All partners to identify the asset based approaches they are taking.</p> <p>CECBN to review Community Engagement Strategy to reflect more asset based/co-production approaches.</p> <p>Further training to take place in regard to co-production.</p>	<p>SOA has a small number of case studies reflecting asset based approaches, as well as links to examples of asset based approaches.</p> <p>Successful Communities Outcome Delivery Plan progress reports reflect work taking place in the CPP on asset based approaches.</p>	<p>Chair of CECBN to request examples of asset based approaches from partners.</p> <p>Corporate Policy and Partnership Manager to develop SOA chapter.</p> <p>Chair of Successful Communities ODG to co-ordinate progress reports.</p>	<p>Within existing resources</p> <p>Within existing resources</p> <p>Within existing resources</p> <p>Approx £1000 available for 'upskilling' in Community Capacity Building/ Asset based approaches.</p>	<p>SOA 2</p> <p>Respected and Responsible</p>
<p>The SOA sets out clearly the inequalities between areas and the Outcome Delivery Plans set out joint plans, tasks and how services are co-ordinated, but there is little reflected across the SOA of</p>	<p>Setting out more examples of joint planning, tasking and co-ordinating and integrating service provision etc at neighbourhood levels in the SOA, highlighting the inequalities between areas.</p>	<p>Develop placed based improvement plans in Clune Park, Woodhall, Greenock East, Larkfield/ Ravenscraig and Broomhill.</p> <p>Set out links to these improvement plans in the SOA.</p>	<p>Plans in place and being reported through the SOA Programme Board and Alliance Board.</p> <p>Over time there should be changes in key measure in these areas included SIMD, Health,</p>	<p>Mark Shepherd Police Scotland</p>	<p>To be determined</p>	<p>SOA 3</p>

Where are we now?	Where do we want to be?	How will we get there (including timescale)?	How will we know we are getting there?	Who is responsible?	How much will it cost?	Community Plan/SOA, Wellbeing Indicator
particular plans at neighbourhood levels.			Poverty, Housing standards etc.			
Early intervention and prevention is set out as a focus for the CPP in the SOA, but there are no details in regard to how partners are shifting resources, to reduce demand and to make savings	Developing a process to identify how partners are shifting planning and resources to early intervention and measuring success on reducing demand, costs and releasing savings.	Finance officers from across partner organisations will meet to identify best way forward. Outcome Delivery Groups to identify how they can capture information on resource deployment. Links to Outcome Delivery Plans to be included in the SOA and information regularly updated on website.	Process set out for all partners to follow in regard to mapping resource use across the CPP in regard to prevention and early intervention. Outcome Delivery groups set out in progress reports information on resource deployment. Links feature in the SOA and ODGs and progress reports are updated on website.	Brian Moore Corporate Director CHCP SOA Lead officers to progress Corporate Policy and Partnership Manager	Within existing resources Within existing resources Within existing resources	SOA 8
Community engagement is set out as a core value for the SOA, with a chapter setting out how the CPP goes	Reflecting more practical examples, in the SOA of partners working together to engage communities	Community Engagement and Capacity Building Network will gather more examples of partnership	SOA has a number of case studies included under the Community Engagement chapter	Maggie Paterson (lead) CECBN	Within existing resources	SOA 2 Respected and Responsible

Where are we now?	Where do we want to be?	How will we get there (including timescale)?	How will we know we are getting there?	Who is responsible?	How much will it cost?	Community Plan/SOA, Wellbeing Indicator
<p>about engaging with communities. There are no practical example of how partners work together to engage communities other than the reference to the Community Engagement and Capacity Building Network.</p>		<p>engagement. SOA will feature a small number of case studies and more case studies will feature on the CPP pages of the Council's website</p>	<p>Links will feature to additional information on the web</p>	<p>Corporate Policy and Partnership Manager</p>	<p>Within existing resources</p>	

Appendix Three - Background Guidance For Quality Assurance

The following sections provide additional information about the scope and context for the QA process.

FIVE KEY ELEMENTS OF THE SOA GUIDANCE

This section summarises the key points from the SOA guidance. The QA process should identify key strengths and development priorities against these 5 key elements. The full guidance is available at <http://www.scotland.gov.uk/Topics/Government/local-government/CP/SOA2012/SOA2012>.

- ***A clear understanding of place*** - The SOA should demonstrate a clear and evidence-based understanding of place and draw strategic conclusions from that which drive the key priorities, outcomes and performance commitments for the SOA and partnership working.
- ***Planning and delivering for outcomes*** - The SOA should be a genuine plan that provides clear outcomes and improvement actions and which aligns and targets the total resources available locally to those outcomes and actions.
- ***Policy Priorities*** - The SOA should have a sharp focus on the six key policy priorities where the aim should be to achieve transformational, not incremental, performance improvement.
- ***Prevention*** - The SOA should promote early intervention and preventative approaches in reducing outcome inequalities and include specific plans for prevention which extend beyond the Change Funds into mainstream services.
- ***Community Engagement*** - The SOA should demonstrate a commitment to the importance of working with local people to help shape and deliver outcomes through a properly planned and resourced range of community engagement and capacity building activity.

KEY RECOMMENDATIONS FROM AUDIT SCOTLAND'S WORK ON 'IMPROVING COMMUNITY PLANNING IN SCOTLAND'

This section summarises the recommendations from relevant Audit Scotland reports which were drawn together in 'Improving Community Planning in Scotland'. The National Community Planning Group has accepted these recommendations, recognising that they apply to a greater or lesser extent across Scotland and has committed to taking action to meet them. The findings are in line with the 5 key QA themes of the SOA guidance. The full report is available at http://www.audit-scotland.gov.uk/docs/central/2013/nr_130320_improving_cpp.pdf.

- CPPs need to focus more clearly on where they can make the greatest difference in meeting the complex challenges facing their communities. They need to make their SOAs a clear plan for the areas and communities that they serve. They need to show clearly how they are using the significant public money and other resources available to CPP partners to target inequalities and improve outcomes. SOAs need to specify what will improve, how it will be done, by whom, and when.
- CPPs need to ensure that all partners align their service and financial planning arrangements with community planning priorities. This means ensuring that budget setting and business planning decisions by CPP partners, such as councils and NHS boards, take full account of community planning priorities and SOA commitments.
- CPPs need to significantly improve their governance and accountability, and planning and performance management arrangements by successfully mobilising resources towards agreed goals and ensuring best use of public resources showing that partnership working is making a significant difference in improving services, driving the move towards prevention, and delivering better outcomes for communities clarifying roles and responsibilities for elected members, non-executives and officer ensuring that CPP decision-making is reflected fully within the governance structures of all partners.

SECTION 3 – IMPROVEMENT SERVICE HIGH LEVEL FINDINGS FROM INITIAL READING OF DRAFT SOAs

The Improvement Service has undertaken an initial reading of SOAs and identified at a high level certain key strengths and challenges which are relevant to most if not all SOAs. These high level findings, which are set out below, also align quite closely with the 5 key themes of the SOA guidance, and are likely to be helpful for QA teams and CPPs in looking at key strengths and development priorities in the context of individual SOAs.

- Strengthening the understanding of place, particular community profiling and capturing inequalities, and ensuring that this understanding drives the CPP's priorities and outcomes.
- Ensuring a proper balance between the 6 policy priorities set in the SOA guidance and an integrated approach to the most vulnerable communities.
- The role and mandate of the Community Planning Partnership Board
- Consolidating general commitments to a preventative approach and linking that to outcomes and targets for programmes and communities.
- Progressing action on joint resourcing