
Report To:	Policy and Resources Committee	Date:	24 March 2015
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Subject:	Audit Scotland Report: Community Planning - Turning ambition into action		

1.0 PURPOSE

1.1 The purpose of this report is to summarise for the Policy and Resources Committee the Audit Scotland Report 'Community Planning – Turning ambition into action' which was published in November 2014.

2.0 SUMMARY

2.1 In March 2012, the Scottish Government and the Convention of Scottish Local Authorities (COSLA) published a shared statement on their expectations for community planning (the Statement of Ambition). This new report provides a national update on community planning in Scotland since March 2013 (when Audit Scotland published 'Improving Community Planning in Scotland'). It assesses progress locally and nationally and identifies opportunities for further improvement. The assessment has been informed by the audits of Glasgow, Falkirk, Moray, West Lothian and the Orkney Islands Community Planning Partnerships, and follow up work in Aberdeen City, North Ayrshire and Scottish Borders.

2.2 The key messages set out in the report are:

- Community planning is improving but there are still inconsistencies in regard to leadership, scrutiny and challenge.
- The National Community Planning Group needs to set out what its refocused approach to community planning means for the Statement of Ambition and what its expectations are of Community Planning Partnerships (CPPs).
- The Scottish Government requires to clarify the link between its long term outcomes, priorities and performance measures across all policy areas.
- There is ambiguity, both locally and nationally, about whether community planning should be focused on local needs or on delivering national priorities.
- CPPs need to use local data to set targeted priorities for specific communities.
- Targeting resources towards early intervention and prevention are still in the early stages across all CPPs.
- CPPs do not have a clear idea of what a strategic approach to prevention looks like.
- There is no coherent national framework to measure how CPPs are delivering on the Statement of Ambition and the Scottish Government do not hold central government bodies or the NHS to account for their performance within CPPs in a consistent way.
- Scottish Government guidance is not clear enough about the role CPPs should play in the implementation of public service reform.

2.3 There are a number of recommendations set out in the report for CPPs, the National Community Planning Group, the Scottish Government with CoSLA and the Scottish Government. The recommendations for the National Community Planning Group, the Scottish Government and

CoSLA are set out in appendix one. The recommendations for CPPs are set out at paragraph 4.4 with a commentary on how Inverclyde Alliance is delivering on the recommendations at present.

2.4 A number of recommended actions to help Inverclyde Alliance improve on its delivery are set out in appendix two. These actions can be added to the Alliance Improvement Plan.

3.0 RECOMMENDATIONS

It is recommended that the Policy and Resources Committee:

- a. Note the key messages and recommendations from Audit Scotland
- b. Agree to support the delivery of actions set out at appendix two

Patricia Cassidy
Corporate Director: Education, Communities and Organisational Development

4.0 BACKGROUND

4.1 Audit Scotland published a report on 'Improving Community Planning in Scotland' in March 2013 and since then there have been significant national developments in regard to community planning in Scotland. This report explores those developments including the publication of the Statement of Ambition, the quality assurance of the SOAs, changes to the Community Justice Authorities, the Community Empowerment (Scotland) Bill and a letter from the National Community Planning Group to CPP chairs which emphasised the need to focus on collective activity to reduce inequalities.

4.2 The key messages set out in the report are:

- Since the publication of the Statement of Ambition, Audit Scotland believes that there is a strong sense of renewed energy nationally and locally to improving community planning. It believes that more partners are engaging in community planning, taking shared ownership of priorities and outcomes. Aspects of community planning are improving, although leadership, scrutiny and challenge are still inconsistent.
- The National Community Planning Group requires to set out what its refocused approach to community planning means for the Statement of Ambition, its expectations of Community Planning Partnerships (CPPs) and how success in implementing its key principles will be assessed.
- The Scottish Government needs to demonstrate a more systematic approach to implementing its outcomes approach by clarifying the links between longer term outcomes, priorities and performance measures across all policy areas.
- Many CPPs are unclear about what they are expected to achieve and do not set out specific improvements, lack focus on how community planning will improve outcomes for specific communities and reduce inequalities. This reflects wider ambiguity nationally and locally about whether community planning should be focussed on local needs or on delivering national priorities. Audit Scotland suggests that CPPs need to use local data to help set relevant, targeted priorities for improvement that will address inequalities within specific communities.
- There is a greater understanding across CPPs regarding partner resources, but discussions about targeting resources towards early intervention and prevention are still in the early stages. Audit Scotland point out that CPPs do not have a clear idea of what a strategic approach to prevention looks like. The current pace and scale of activity is leading to an improved focus on prevention but is unlikely to deliver the radical change called for in the Christie Commission report.
- At present there is no coherent national framework to measure how well CPPs are delivering on the Statement of Ambition and how CPPs are improving. The Scottish Government is not consistently holding central government bodies or the NHS to account for their performance within CPPs.
- Scottish Government guidance is not clear enough about the role CPPs should play in the implementation of public service reform. While some CPPs have good oversight of reform in their areas, engagement with such important aspects of reform such as health and social care integration, and the Early Years Collaborative is underdeveloped.

4.3 There are a number of recommendations set out for CPPs, the National Community Planning Group, the Scottish Government with CoSLA and the Scottish Government on its own. The recommendations for the National Community Planning Group, the Scottish Government and CoSLA are set out in appendix one.

4.4 Community Planning Partnerships are recommended to:

- strengthen the effectiveness of the leadership, challenge and scrutiny role at CPP board level
- streamline local partnership working arrangements and ensure they are aligned with local improvement priorities
- ensure that local community planning arrangements are clear about who is responsible for:
 - agreeing the priorities of the CPP and SOA
 - allocating resources and coordinating activity
 - implementing activity
 - scrutinising performance and holding partners and others to account for their performance
- work with the new health and social care integration joint boards to develop services that meet the needs of local people and support SOA priorities
- set clearer improvement priorities focused on how they will add most value as a partnership, when updating their SOA
- use local data on the differing needs of their communities to set relevant, targeted priorities for improvement
- start to align and shift partners' resources toward agreed prevention and improvement priorities.

These recommendations sit alongside the recommendations from the Statement of Ambition for SOAs to :

- demonstrate a clear and evidence-based understanding of local needs and opportunities, including the inequalities facing different areas and population groups
- set out clear and agreed priorities for improving local outcomes
- demonstrate a commitment to working with local communities to help achieve outcomes
- promote early intervention and preventative approaches in reducing inequalities, including a specific plan for how to prevent them.

4.5 Inverclyde Alliance has agreed its Improvement Plan based on self-evaluation and has highlighted the need to improve its approach to leadership. There are outcome delivery reports which are submitted to each quarterly SOA Programme Board meeting and Alliance Board meeting, but the partnership could always develop its challenge and scrutiny role. Use has been made of presentations at meetings to discuss particular issues and topic areas and this has proved successful in regard to challenging partners in regards to delivery as well as scrutinising practice. Outcome delivery groups discuss performance in regard to delivery plans and focus on particular areas of concern or interest as these arise. It is unclear what level of scrutiny and challenge Audit Scotland expect to see evidence of.

4.6 The development of the Outcome Delivery Plans has aimed to identify what existing groups and partnerships feed into each outcome area, and this has assisted in ensuring these groups are aligned with local improvement priorities. The wide variety of areas covered across the outcomes can make this a challenging exercise, and we are working

to increase clear communication between groups and the Boards to ensure alignment.

- 4.7 The Alliance Memorandum of Understanding sets out what is expected of all the partnerships which support community planning and the delivery of the outcomes. The Alliance Board is responsible for agreeing the priorities of the CPP and SOA and the SOA Programme Board is the level at which activity is agreed. Additionally, it is clear within the partnership who is responsible for implementing activity in the outcome delivery groups. As mentioned above, there is quarterly performance reporting which enables the SOA Programme Board and Alliance Board to scrutinise the performance of the outcome delivery groups.
- 4.8 The CHCP and the future Health and Social Care Partnership (HSCP) are an integral part of the Community Planning Partnership with the CHCP leading on two of the outcome delivery groups (Health Inequalities and Alcohol Misuse). Presentations have been made to the Alliance Board regarding the new arrangements for the HSCP and it will remain a core member of the CPP.
- 4.9 When reviewing the SOA, Inverclyde Alliance made sure that the outcomes remained focused on the needs of the people of Inverclyde. The SOA is a strategic document and therefore has no specific detail regarding the activity which will be delivered in regards to the outcomes. This sits at the outcome delivery plan level. Each Lead Officer knows that their group should be focusing on how they will add most value as a partnership, and aims to develop actions where partnership working brings added value, rather than listing business as usual. The SOA Programme Board has agreed to take an in-depth look at each of the outcome delivery plans at each meeting to ensure that the plans are focusing on the right activity at the right level, to make a difference to Inverclyde's outcomes.
- 4.10 The work that is being undertaken by the Locality Planning Group and the data gathering underpinning this will assist the CPP to be better at targeting action to particular areas, particularly around addressing inequalities. A pilot in Broomhill should enable the partnership to develop an approach to pooling resources and co-ordinating planning to a neighbourhood area, which should be able to be replicated across Inverclyde. Audit Scotland recognises that the nature and scale of the change required is such that it will only be delivered by strong and sustained leadership over time.

5.0 ADDITIONAL IMPROVEMENT ACTIONS FOR INVERCLYDE ALLIANCE

- 5.1 One area which is not captured in the Improvement Plan is that of developing further performance indicators to enable the partnership to identify how well it is delivering on its outcomes. The current reporting model focuses on qualitative updates, setting out progress in regard to delivering on the local wellbeing outcomes. The outcome delivery plan template has a section for performance indicators but this is not populated across all outcome delivery plans.
- 5.2 A new action could be added to the Improvement Plan for all outcome delivery groups to review their performance indicators to ensure that they can evidence any improvements being made by the group. Additionally, the way reports are made to the SOA Programme Board and Alliance Board could be reviewed to allow for a greater level of performance information to be made available for scrutiny.

6.0 IMPLICATIONS

6.1 Financial Implications - One off Costs

Cost Centre	Budget Heading	Budget Year	Proposed Spend this Report	Virement From	Other Comments
n/a					

Financial Implications - Annually Recurring Costs/ (Savings)

Cost Centre	Budget Heading	With Effect from	Annual Net Impact	Virement From (if applicable)	Other Comments
n/a					

6.2 Human Resources: none at present

6.3 Legal: none at present

6.4 Equalities: By focusing on tackling inequalities, the CPP should be aware of how to support those most disadvantaged in communities, and a number of people with protected characteristics may be disadvantaged as a result of services not meeting their needs. The delivery of the outcomes for Inverclyde should mean better services tailored to the needs of the population.

6.5 Repopulation: Repopulation is one of the local outcomes for Inverclyde. By improving community planning the partnership should be able to improve how it delivers on repopulating the area.

7.0 CONSULTATIONS

7.1 This report has been presented to the both the SOA Programme Board and Inverclyde Alliance Board for discussion.

8.0 CONCLUSIONS

8.1 Overall, the Improvement Plan has largely captured the majority of the recommendations from Audit Scotland, and as the partnership continues to deliver on its improvement actions, community planning in Inverclyde should develop and advance.

9.0 LIST OF BACKGROUND PAPERS

9.1 Improving Community Planning In Scotland, Audit Scotland, March 2013
http://www.audit-scotland.gov.uk/utilities/search_report.php?id=2232

Community Planning: turning ambition into action, Audit Scotland, November 2014
http://www.audit-scotland.gov.uk/utilities/search_report.php?id=2557

Improving Community Planning In Scotland: Audit Scotland Report
Alliance Board report, 17/06/13
<http://www.inverclyde.gov.uk/council-and-government/community-planning/inverclyde-alliance-board-papers/inverclyde-alliance-board-papers-2013/inverclyde-alliance-board-meeting-monday-17-june-2>

Appendix One

Recommendations

The National Community Planning Group should:

- set out what its refocused approach to community planning means for the Statement of Ambition and its performance expectations of CPPs.

The Scottish Government and COSLA should:

- clarify their performance expectations for CPPs in the context of the National Community Planning Group's refocused approach to community planning
- develop a national framework for assessing and reporting progress in improving community planning and implementing the Statement of Ambition
- work with the Improvement Service and other national improvement agencies to establish and coordinate a programme of well-targeted, practical support that will help CPPs to implement the Statement of Ambition effectively.

The Scottish Government should:

- ensure that future guidance on the implementation of public service reform programmes is clear about the specific role that CPPs should play and the contribution they are expected to make in supporting improved outcomes
- implement its outcomes approach more systematically across all policy areas
- ensure that its review of national performance measurement arrangements streamlines approaches and creates a stronger prevention and outcome focus
- hold central government bodies and the NHS to account more consistently for their performance within CPPs
- review the role of location directors.

Appendix Two

Suggested actions to be added to Alliance Improvement Plan

1. Using existing appraisal methods from e.g. the CHCP to identify how well leadership is evidenced in the partnership and the impact and added value the partnership is having.
2. Link with questionnaire for SOA 8 outcome regarding better partnership working.
3. Use the above to inform a review of the governance arrangements for the CPP (amend the Memorandum of Understanding accordingly).
4. All outcome delivery groups to ensure that appropriate performance indicators are agreed for their outcome delivery plan, and report on these on a regular basis.
5. Review performance reporting to the Alliance Board and Programme Board to allow for greater challenge and scrutiny.