

REVIEW OF COMMUNITY PLANNING AND SINGLE OUTCOME AGREEMENTS: DRAFT STATEMENT OF AMBITION

Introduction

1. The Scottish Government and COSLA remain fully committed to Community Planning and Single Outcome Agreements as the key strategic building blocks in the delivery of better outcomes for local communities in Scotland. This framework, within the broader partnership between national and local government, has supported substantial improvements in partnership working between public sector agencies and communities at the local level.
2. The Christie Commission found that action is required to build upon the success of this framework in order to respond effectively to the pressures of demand for services and budgetary constraints in achieving better outcomes for communities. The Scottish Government has agreed with these conclusions and has established a broad programme of public service reform.
3. This Review is a central part of this programme of reform. It will ensure that the framework of Community Planning and Single Outcome Agreements develops further and more quickly in order to drive the pace of service integration and increase the focus on prevention. It will also ensure that the framework remains fit for purpose in the light of wider reform initiatives, such as the integration of older people's health and social care and the establishment of single police and fire services.
4. Against this background, the rest of this paper sets out a statement of ambition for Community Planning and Single Outcome Agreements. It describes what, in broad terms, community planning partnerships (CPPs) must be able to achieve and what is required of single outcome agreements (SOAs).

Statement of Ambition

5. The Scottish Government, COSLA and representatives of Community Planning partners recognise that changes will be required, including as necessary legislative change, to ensure the successful realisation of the ambitions described here. A programme of reform and a timetable for its implementation will be developed by the Review group, including the establishment of SOAs as binding agreements with appropriate monitoring. The statement below provides a clear basis for this programme, supports the extensive developmental work already underway within partnerships and makes clear the ambitions of Scottish Government, COSLA and representatives of community planning partners to quickly move forward after the local elections in May.

What community planning partnerships must do

6. CPPs must be effective in mobilising all relevant agencies in developing a clear and evidence-based understanding of needs and opportunities for local communities, drawn from all the knowledge and resources of all partners, local and national. They must ensure genuine planning for places; planning which recognises the distinct and particular needs and circumstances of different communities; planning which provides clear, unambiguous prioritisation of outcomes and areas of focus for improvement. This planning process must then translate to hard-edged delivery of local priorities. To achieve that, CPPs must have a clear understanding of respective partner contributions and how total resources will be targeted to deliver the priorities.

7. CPPs must identify the changes required at all levels, both within the partnership and the partner organisations, whether local or national, in order to deliver their priorities, and must reflect this in improvement planning and delivery. The CPP must ensure meaningful engagement of communities, individuals and the 3rd and business sectors in this prioritisation, and ensure the effective integration of services which meet these needs.
8. At the heart of CPP activity is the development of an SOA which is an explicit and binding 'plan for place' to be agreed with the Scottish Government. The SOA must include formally agreed outcomes, indicators and targets, for which all partners are jointly accountable in line with their respective contributions. The SOA must be clear about both the long term outcomes which communities need over the next 10 or so years, and the intermediate outcomes, indicators and targets by which improvements will be demonstrated over the short and medium term to deliver the long term outcomes which are sought. The CPP must ensure the SOA is resourced; partners must contribute appropriately and will be held to account by the CPP and by local elected members and the Scottish Government for these contributions. Where changes are required, including through legislation, to ensure that the SOA is an effective and binding plan for place which drives integration and a focus on prevention, these changes will be made.
9. A preventative approach and rigorous pursuit of the public service integration needed to deliver local priority outcomes must be at the heart of Community Planning and SOAs. Responsiveness to local circumstances is at the heart of Community Planning and the SOA, but the context of the National Performance Framework, and national requirements and standards must be reflected where appropriate.

How community planning partnerships must operate

10. CPPs have developed supporting structures appropriate for local circumstances. The unique role of the CPP is in providing a strategic overview across all partners, ensuring effective delegation and that where integrated or partnership based approaches are required they are established and resourced. CPPs do not have to take direct responsibility for delivery of outcomes or integration of services where specific fit-for-purpose arrangements are already in place or are being developed. But they must have strategic oversight of such arrangements, and be satisfied that they are robust and appropriately joined-up within its overall assessment of localities.
11. The proposals to integrate older people's health and social care services are a particular case in point and demonstrate this approach. CPPs must satisfy themselves that these new integrated services are appropriately connected to their wider assessment of the needs of local communities. CPPs must also ensure that the outcomes required to be delivered by these new integrated partnerships are reflected in SOAs and wider CPP planning. The wider context of Community Planning and SOAs must in turn be reflected in the implementation of proposals for integration of older peoples' health and social care services.
12. The unique responsibilities of CPPs demand strong governance and accountability arrangements. CPPs must be genuine Boards with all the authority, behaviours and roles that implies for them and constituent partners. They must have appropriately resourced support structures. CPPs must hold all partners to account both for their contribution to local planning and the delivery of those plans – joint and collective accountability, with clear shared responsibility for delivery. Where changes are required, including through legislation, to ensure that this responsibility is exercised and exercisable these changes will be made to ensure that full participation in the

CPP – both in planning and delivery of the priorities which will achieve better outcomes for the local community – will not be optional.

13. Political oversight is a key element in accountability. Local elected members must exercise oversight and formal accountability through their involvement in CPPs and must exercise joint oversight and ensure accountability with the Scottish Government through the SOA. The Scottish Government must hold national agencies to account for their contribution to community planning and SOAs. Where changes, including through legislation, are required in order to ensure effective oversight and accountability arrangements are in place these will be made.

Securing continuous improvement

14. A focus on performance improvement is a fundamental pillar of public service reform and a key element in the development of Community Planning and SOAs. This involves adopting a common approach to outcomes focused performance improvement and quality standards, including performance and quality expectations (with self-assessment as a starting point for all), which drive CPPs to focus on how they will achieve improvements in practice and how they will deploy the totality of partners' resources to achieve the outcomes for which they are jointly accountable.
15. The development of transparent and accessible public reporting, together with an appropriate level of external scrutiny, is key to providing assurance about CPP effectiveness and SOA delivery and to support CPPs in performance improvement. A cohesive approach to capacity building, driven and owned by CPPs themselves, is required which is supported by co-ordinated activity by the Scottish Government, improvement bodies and others where appropriate.

Conclusion

16. This statement makes clear the commitment to community planning and SOAs as a key framework for delivering better outcomes for local communities by increasing the pace of integration of public services and focus on prevention. It sets out in broad terms what is required of CPPs. It provides a shared statement of ambition to underpin both action at a local level by CPPs and indicates the programme of reform to support them in successfully delivering against this ambition.

Annex –

Key Principles for Community Planning (from 'Future Shapes' paper discussed by the Senior Officers Group on 31 Jan)

The following set of principles will shape the further work of the review. The community planning and single outcome agreement framework is about:

- Delivering **demonstrable** improvements to people's lives
- Delivering unambiguous **performance** commitments and cost effective service models
- Using an evidence based approach, underpinned by **disaggregated** data, to drive improvement in the differing needs of local populations
- Focusing upon reducing outcome **gaps** within populations and between areas
- Focusing upon delivering **joint** prioritisation of outcomes, interventions and resource use by public services and in so doing strengthening joint working between and the integration of public services
- Promoting early intervention and **prevention** approaches in reducing outcome inequalities
- Strengthening **scrutiny** by local democratically elected politicians of how partnerships operate to achieve better outcomes
- Strengthening **community** engagement and participation in delivering better outcomes

CPP/SOA Review Team
January 2012