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**Title: Scottish Government Review of Community Planning and Single  
Outcome Agreements – Guidance to Community Planning Partnerships  
December 2012**

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**1. SUMMARY**

- 1.1 This report is to update the Community Planning Partnership on the progress of the Scottish Government review of Community Planning and the SOA Guidance document published on the 4<sup>th</sup> of December 2012.

**2. RECOMMENDATIONS**

- 2.1 That the Community Planning Partnership notes the progress and timescales involved in the Scottish Government review.
- 2.2 That the Community Planning Partnership notes the content of the Single Outcome Agreement – Guidance to Community Planning Partnerships (Appendix 1)

**3. BACKGROUND**

- 3.1 The Christie Commission on the future delivery of public services was tasked with looking for solutions and produced its report in June 2011. As part of the Government's response to Christie it agreed to undertake a review of Community Planning.
- 3.2 In March 2012, following that review, the Scottish Government and COSLA published a shared Statement of Ambition. This put Community Planning at the heart of an outcome based approach to public services in Scotland and made clear that effective community planning arrangements will be at the core of public service reform. The review recognised that coordination and collaboration at the national level had an important role in bringing partners together to deliver the Statement of Ambition locally. Detailed proposals for change based on the Statement of Ambition were set out in a letter circulated to Community Planning Partners on 10 May 2012.
- 3.3 A National Group was established to play a pivotal role in implementing and communicating the overarching vision for community planning and Single Outcome Agreements, identifying and addressing issues that have a national dimension and building the skills and capacity of partnerships
- 3.4 The National Group had its first meeting on 14 August 2012 and its terms of reference were agreed at that meeting. It met again on the 23rd of October to consider the key propositions set out in the Statement of Ambition and agree the following key national priorities:
- Early years and early intervention
  - Outcomes for older people

- Employment
- Economic recovery and growth
- Health improvement
- Safer and stronger communities

The National Group also considered papers on:-

- The Group's Role in Providing Cultural Leadership
- Embedding Prevention in SOAs
- Transforming Scotland Using Evidence and Improvement Science
- Policy Priorities for CPPs and SOAs

**3.5** The SOA guidance document has now been published and is attached as an appendix, it can also be found using the following link.

<http://www.scotland.gov.uk/Topics/Government/local-government/CP/SOA2012>

#### **4. SOA GUIDANCE TO COMMUNITY PLANNING PARTNERSHIPS**

**4.1** The guidance document has been developed to advise community planning partnerships on the scope and content of the new Single Outcome Agreements and on the timetable for agreement of these with the Scottish Government.

**4.2** The guidance document outlines the purpose of and approach to the new Single Outcome Agreements. New SOAs will:

- Use an evidence based approach, underpinned by disaggregated data, to drive improvement in meeting the differing needs of local populations;
- Include clear performance commitments that will lead to demonstrable improvements in people's lives;
- Focus upon reducing outcome gaps within populations and between areas – and promote early intervention and preventative approaches in reducing outcome inequalities; and
- Identify priorities for interventions and include plans for prevention, integration and improvement to promote better partnership working and more effective use of resources.

SOAs should demonstrate a clear understanding of place, including specific plans for delivery of improved outcomes. Local priorities should be central to new SOAs but each SOA should also provide a sharper focus on key policy priorities where an integrated approach and preventative focus across Scotland can make a real difference to outcomes for people and communities. CPPs, through the SOA should demonstrate how communities are being involved in the development and delivery of outcomes.

**4.3** New SOAs should set out clear and agreed priorities; show how each local outcome relates to one or more of the National Outcomes; show what will be different for communities in 10 years and what will be done; be clear about both the long term outcomes to be achieved over the next decade, and the contributory outcomes, indicators and targets by which progress towards these will be demonstrated over the short (1 year) and medium (3 years) terms; and show how the total resource available to the CPP and partners has been considered and deployed in support of the

agreed outcomes.

**4.4** The new SOAs, developed by all 32 CPPs, should share a common focus on the following key priorities:-

- Economic recovery and growth;
- Employment;
- Early years;
- Safer and stronger communities, and reducing offending;
- Health inequalities and physical activity; and
- Outcomes for older people.

These priorities have been identified as ones where:

- A major contribution to achievement of the National Outcomes can be made;
- There is significant scope to reduce inequalities;
- The evidence of the need for a concerted and sustained effort to improve performance is compelling;
- Progress on one priority can contribute to delivery of the others, i.e. they are mutually reinforcing;
- Partnership working and community engagement and co-production are seen as being critical to achieving the transformational change envisaged; and
- Preventative and early intervention approaches have the potential to deliver significant gains over the medium to long term.

**4.5** Communities have a key role to play in helping shape and co-produce better outcomes. The new SOAs will be required to demonstrate that:

- Activity on community engagement is properly planned, resourced and integrated across partners;
- The quality and impact of community engagement is measured and reported on;
- Building the capacity of communities to engage and deliver for themselves is properly planned, resourced and integrated across partners; and
- Workforce development within and across partners ensures that key staff have the skills and knowledge required to engage effectively with communities.

**4.6** Although CPPs are not formally accountable to the Scottish Government partners are expected to contribute effectively and take shared responsibility for the effectiveness of the CPP and development and delivery of the new SOAs. New legislation to introduce new legal duties is being proposed.

## **5. CONCLUSION**

**5.1** The newly published guidance on Single Outcome Agreements gives the CPP the information on scope, content and timetable that is required to enable us to develop the next Community Plan/SOA.

**5.2** The deadline for the first draft of the new SOA is the 1<sup>st</sup> of April 2013 which will be followed by feedback and on-going discussion with a final agreement being reached by the 28<sup>th</sup> of June 2013.

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# **SINGLE OUTCOME AGREEMENTS**

## **GUIDANCE TO COMMUNITY PLANNING PARTNERSHIPS**

**December 2012**

# **SINGLE OUTCOME AGREEMENTS**

## **GUIDANCE TO COMMUNITY PLANNING PARTNERSHIPS**

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# SINGLE OUTCOME AGREEMENTS

## GUIDANCE TO COMMUNITY PLANNING PARTNERSHIPS

**“Effective community planning arrangements will be at the core of public service reform. They will drive the pace of service integration, increase the focus on prevention and secure continuous improvement in public service delivery, in order to achieve better outcomes for communities. Community planning and SOAs will provide the foundation for effective partnership working within which wider reform initiatives, such as the integration of health and adult social care and the establishment of single police and fire services, will happen.”**

*(Scottish Government/COSLA Statement of Ambition, 15 March 2012)*

### INTRODUCTION

This guidance advises Community Planning Partnerships (CPPs) on the scope and content of new Single Outcome Agreements (SOAs) and on the timetable for agreement of these with the Scottish Government. It is based on the terms of the SG/COSLA [Statement of Ambition](#) on community planning and SOAs and the priorities for action agreed subsequently by the [National Community Planning Group](#), especially the papers on [Implementing the Statement of Ambition](#), [Embedding Prevention in SOAs](#), and [Policy Priorities for SOAs](#).

Over the last 5 years, SOAs have provided an important focus for partnership working and for the planning and delivery of better outcomes for communities within the context of the [National Performance Framework](#) (NPF). Alongside the wider priorities of public service reform, the strategic direction provided by the NPF remains central to community planning and SOAs.

The development and implementation of a new SOA as a shared, explicit and binding ‘plan for place’ in each CPP area is a key element in the delivery of public service reform. It is not the whole story though and, in line with the Statement of Ambition and the actions agreed by the National Community Planning Group, CPPs should already be taking steps to strengthen their governance, accountability and operating arrangements; to ensure a greater pace of change and decisiveness in impact; to develop new and different ways of working and behaviour within and across partners; and to take a more systematic and collaborative approach to performance improvement.

## **THE PURPOSE OF NEW SINGLE OUTCOME AGREEMENTS**

Through new SOAs, CPPs will mobilise public sector assets, activities and resources, together with those of the voluntary and private sectors and local communities to deliver a shared 'plan for place'.

The new SOAs will:

- Use an evidence based approach, underpinned by disaggregated data, to drive improvement in meeting the differing needs of local populations;
- Include clear performance commitments that will lead to demonstrable improvements in people's lives;
- Focus upon reducing outcome gaps within populations and between areas – and promote early intervention and preventative approaches in reducing outcome inequalities; and
- Identify priorities for interventions and include plans for prevention, integration and improvement to promote better partnership working and more effective use of resources.

## **OUR APPROACH**

The National Group has agreed that each new SOA should demonstrate a clear understanding of place and include specific plans for the delivery of improved outcomes, including how the CPP's approach aligns with the four pillars of public service reform: prevention, local integration and partnership, investment in people and performance improvement.

The National Group agreed that local priorities should be central to new SOAs but that each SOA should also provide a sharper focus on key policy priorities where an integrated approach and preventative focus across Scotland can make a real difference to outcomes for people and communities. It also agreed that SOAs should demonstrate how communities are being involved in the development and delivery of outcomes.



## A CLEAR UNDERSTANDING OF PLACE

The Statement of Ambition made clear that CPPs must be effective in mobilising the knowledge and resources of all relevant local and national agencies to develop a clear and evidence-based understanding of local needs and opportunities, underpinned by robust and relevant data and strong engagement with communities and the third and business sectors.

Each new SOA should therefore:

- Demonstrate a clear and evidence-based understanding of place and communities including the inequalities facing different areas and population groups. This could, for example, draw from work such as a strategic assessment or needs analysis with detailed evidence and data referenced or annexed where appropriate. The emphasis should be on drawing strategic conclusions from the evidence and providing assurance that the analysis is robust;
- Outline how local communities and the business and third sectors have been involved in developing and influencing that understanding; and
- Show a clear and robust link and strong line of sight between that understanding and the priorities, outcomes, and performance commitments (i.e. indicators and targets) set out in the new SOA.

### **Advice and Support**

The effective use of evidence and data is central to the public service reform and community planning agendas. It underpins CPPs' ability to understand local conditions; to identify priorities and translate those priorities into decisions on resource and service provision, to manage and report performance; and to review their effectiveness in driving improved outcomes for communities. The new Improving Evidence and Data Group (IEDG), which recently replaced the Improving Local Outcomes Indicators Project Board, has been tasked with providing strategic oversight of this agenda. The IEDG's proposed approach to taking this forward was endorsed by the National Group at its meeting on 23 October.

The IEDG will act as a prioritising and governance channel for relevant analytical and research activity to help support CPPs implement the reform agenda locally. As a first step in helping to meet CPPs' needs the IEDG will shortly launch Community Profiling tools which will enable CPPs to better identify and understand the scale, combinations and concentrations of inequalities between and within the communities in their areas. The IEDG will also undertake work, with an immediate emphasis on the key policy priorities, to help CPPs understand 'what works' so that better informed decisions on prioritisation and resource management can be made on the basis of the best available evidence.

#### **Contact**

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## PLAN AND DELIVER FOR OUTCOMES

CPPs must translate their understanding of place and communities into 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.

CPPs should have a strong commitment to performance improvement and quality standards, including national requirements where appropriate, with robust self-assessment as a starting point. CPP Boards must therefore ensure that they not only monitor progress and performance but also that it is reported on in ways that are clear to local elected members, CPP partners, local communities, the Scottish Government and audit and inspection bodies.

Each new SOA should therefore:

- Set out clear and agreed priorities, rooted in the CPP's understanding of place, for improving local outcomes;
- Show how each local outcome relates to one or more of the National Outcomes;
- Show what will be different for communities in 10 years **and** what will be done, especially what will be changed or done differently in line with the agenda for public service reform, to secure those improved outcomes on a rolling 3 year basis;
- Be clear about both the long term outcomes to be achieved over the next decade, and the contributory outcomes, indicators and targets by which progress towards these will be demonstrated over the short (1 year) and medium (3 years) terms; and
- Show how the total resource available to the CPP and partners has been considered and deployed in support of the agreed outcomes, especially in ways which promote prevention, early intervention and the reduction of inequalities.

The [Menu of Local Outcome Indicators](#) is a key means of identifying and accessing the most relevant and robust outcome indicators for use in SOAs. Its use by CPPs is encouraged. Indicators from other sources should only be used where a relevant indicator or very similar indicator is not available from the menu. Where indicators not drawn from the Menu are used it will be necessary for the SOA to show where the performance data for such indicators comes from and that they are robust, meaningful and up to date. A number of frameworks exist that set out indicators in relation to particular policies. Links to some of these are provided in Annex A. As the SOA is a strategic document, these frameworks should only be used where they add genuine value to identifying and assessing performance against the CPP's strategic objectives.

## **Advice and Support**

In describing outcomes and choosing indicators for SOAs, CPPs should continue to refer to previous advice contained in [SOA Guidance for CPPs 2008 and Key Messages](#), [Outcomes based approach: working guidance for Scottish public bodies - Supplementary Note Feb 2009](#), and [Local Outcome Indicators Good Practice Note August 2010](#).

Scottish Neighbourhood Statistics (SNS) provides the latest data and time series for the indicators included in the Menu of Local Indicators. Data for each local area can be easily accessed using the 'Local Outcome Indicator' standard report on SNS at <http://www.sns.gov.uk/Reports/PerformanceFramework.aspx>.

The Scottish Government Safer Communities programme contains guidance on strategic assessment, which although provided specifically in the context of that Programme sets out general principles that can be applied in producing assessments for other purposes: <http://www.scotland.gov.uk/Topics/Justice/public-safety/17141/practitioners/newcommsafetytools>.

A capacity building programme, drawing on the resources and expertise of the Scottish Government, the Improvement Service and a range of other organisations which provide improvement support within or across sectors, is being developed in consultation with CPPs to help them plan and deliver for outcomes.

### **Contacts**

#### Capacity-building

*Bob Christie, Outcomes Programme Manager, Improvement Service*  
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#### Performance measures and indicators

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## **POLICY PRIORITIES**

New SOAs should continue to be developed and delivered within the context of the National Performance Framework. However, the National Group has agreed that all CPPs should have a common and sharp focus on some key priorities where the aim should be to achieve transformational, not incremental, performance improvement. These key priorities are:

- Economic recovery and growth;
- Employment;
- Early years;
- Safer and stronger communities, and reducing offending;
- Health inequalities and physical activity; and
- Outcomes for older people.

They have been chosen because they have been identified as ones where:

- A major contribution to achievement of the National Outcomes can be made;
- There is significant scope to reduce inequalities;
- The evidence of the need for a concerted and sustained effort to improve performance is compelling;
- Progress on one priority can contribute to delivery of the others, i.e. they are mutually reinforcing;
- Partnership working and community engagement and co-production are seen as being critical to achieving the transformational change envisaged; and
- Preventative and early intervention approaches have the potential to deliver significant gains over the medium to long term.

As part of planning and delivering for outcomes, new SOAs should therefore have a clear strategic focus on these priorities and in particular on how, for each priority, local inequalities of outcome will be reduced. This should be followed through in the CPP's focus on partnership working, service integration and prevention and in terms of where it focuses its energy and efforts, especially on performance improvement.

### **Advice and Support**

Annex A to this Guidance provides further information on the six key policy priorities to help inform the development and delivery of SOAs. It also highlights on-going work through initiatives such as the Early Years Collaborative and the Improving Evidence and Data Group to support the development of SOAs and more effective policy and practice on these priorities over the longer term.

Annex A includes contact details for Scottish Government policy leads though queries that are specifically about how to reflect policy priorities in SOAs should, as with other questions about preparation of the new SOAs, be directed to the SG Community Planning Team or the relevant Location Director.

## PREVENTION

CPPs are central to driving and delivering public service reform and should reflect the action they are taking in their new SOA. In particular, new SOAs should promote early intervention and preventative approaches in reducing outcome inequalities. The National Group noted that the pace and scope of such approaches must increase sharply if we are to achieve improvements in local outcomes and financial sustainability and agreed a definition of preventative approaches, supported by preventative spend, as:

*“Actions which prevent problems and ease future demand on services by intervening early, thereby delivering better outcomes and value for money”.*

It also agreed that new SOAs should include a specific plan for prevention which demonstrates commitment to the approach extending beyond the Change Funds for Early Years, Reducing Reoffending and Reshaping Care into mainstream services; quantifies the resources allocated to prevention and commits to increasing them over time; and provides clarity on the preventative actions to be taken and the impact they will have.

Each new SOA should therefore:

- Set out the CPP’s understanding of what partners are collectively doing and spending on prevention across all services including, but not only, particular detail in relation to the six policy priorities and considering the following key questions:
  - Are we as a partnership clear about what activities will improve outcomes and reduce future demand in our communities?
  - Are we evidencing success in improving outcomes and reducing future need?
  - Are we controlling costs and releasing savings?
- Describe how the CPP intends to make a decisive shift to prevention. This could include, for example, structures and activities aimed at driving a shift in resources and culture such as joint strategic commissioning plans or support for managers and frontline staff to work collaboratively with service users and across organisations in developing and delivering preventative approaches; and
- Describe how the partnership intends to evidence progress in improving outcomes, reducing future need, controlling costs and releasing savings.

In doing this it will be important for the CPP to engage with the third and independent sectors and organisations like Community Justice Authorities who are not necessarily core members of the CPP but can play an important role in prevention.

### **Advice and Support**

Collaborative efforts to gather and disseminate advice, best practice and guidance and help Partnerships to build up evidence-based approaches are planned by the National Advisory Group on Prevention. These include a number of workstreams that will provide support at a local level including:

- a logic model for evidence-gathering and evaluation;
- local outcomes data;
- knowledge hub, providing evidence and experience of what works;
- peer-learning events; and
- brokering relationships between Partnerships and prospective investors.

### **Contacts**

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## **COMMUNITY ENGAGEMENT**

The Statement of Ambition makes clear that communities have a key role to play in helping to shape and co-produce better outcomes and that unlocking that potential requires CPPs to have a strong understanding of communities and to provide genuine opportunities to consult, engage and involve them.

CPPs and partners should be engaging with their communities in identifying and prioritising the outcomes that are to be delivered, and working with communities to develop their capacity to contribute to community planning and to their achievement of their better outcomes.

Each new SOA should therefore demonstrate that:

- Activity on community engagement is properly planned, resourced and integrated across partners;
- The quality and impact of community engagement is measured and reported on;
- Building the capacity of communities to engage and deliver for themselves is properly planned, resourced and integrated across partners; and
- Workforce development within and across partners ensures that key staff have the skills and knowledge required to engage effectively with communities.

## **Advice and Support**

CPPs will find the National Standards for Community Engagement and the associated planning tool, VOICE, particularly useful in helping to ensure the quality of their engagement. See [www.scdc.org.uk/community-engagement](http://www.scdc.org.uk/community-engagement).

As part of the implementation of the review of community planning, work is being developed to support CPPs to improve community engagement. A fundamental principle of this work is that it will be developed with CPPs to meet their needs.

### **Contact**

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## **EQUALITIES**

The Statement of Ambition makes clear that CPPs should understand place and plan for and deliver outcomes. The successful realisation of these ambitions requires CPPs to understand the diversity of experience within the communities they serve and to develop a clear and co-ordinated approach to tackling the inequalities that exist.

Equality considerations should run through all the activities of the CPP and be woven into the development of its SOA. To this end, CPPs should draw on the activity being undertaken by public bodies to take forward responsibilities under the public sector equality (specific) duties which came into force in April 2012. These are designed to help public authorities deliver improved outcomes and run with the grain of public service reform. As CPPs are not statutory bodies they are not covered by these duties. However, individual statutory partners are covered and are likely to benefit from working with each other in the planning and delivery of improvements in equality. Community planning partners already have considerable experience of work on equality and it is important that this is utilised and built upon.

Particularly relevant is the requirement for public bodies to set equality outcomes by April 2013 that are informed by community engagement and based on evidence. This provides an opportunity to build a co-ordinated approach to equality within each CPP, to reflect that within the SOA and to improve delivery against the National Performance Framework. CPPs should ensure that the equality outcomes are linked into the development of the SOA and that information and data collected in the process is used to support wider planning and delivery activity.

Public bodies will be required to report on progress against these equality outcomes and this should be done through public performance reporting where possible. CPPs may wish to link the reporting on equality in their area to the reporting under their SOAs. This would strengthen accountability and demonstrate both collaboration and co-ordination.

## **Advice and Support**

The Equality and Human Rights Commission has developed further guidance on the Public Sector Equality Duty and setting equality outcomes which can be found on the EHRC website and at:

[http://www.equalityhumanrights.com/uploaded\\_files/Scotland/PSED\\_in\\_Scotland/equality\\_outcomes\\_and\\_the\\_psed.doc](http://www.equalityhumanrights.com/uploaded_files/Scotland/PSED_in_Scotland/equality_outcomes_and_the_psed.doc)

The Improvement Service have also developed a series of useful Briefing Papers on Equality and Diversity. These can be found on their library website:

<http://www.improvementservice.org.uk/library/588-equality-and-diversity/view-category/>

To better enable public authorities to locate equality data and evidence the Scottish Government has developed an evidence finder which can be searched by policy areas and characteristic and can be found on the Scottish Government's website at <http://www.scotland.gov.uk/Topics/People/Equality/Equalities/DataGrid>.

Further detail on the Equality Act 2010 (Specific Duties) regulations 2012 can be found at:

<http://www.legislation.gov.uk/ssi/2012/162/contents/made>

The Scottish Government equalities Web page can be found at:

<http://www.scotland.gov.uk/Topics/People/Equality>

### **Contact**

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## **NEW SOAS AND ACCOUNTABILITY**

Each new SOA will be agreed between the CPP and the Scottish Government. Further advice on the process for this will be made available in due course, but the Scottish Government will only agree SOAs where it is satisfied that they fully reflect this guidance and the post-Christie agenda, that they are sufficiently ambitious and stretching and that there is sufficient evidence that the CPP will ensure that resources and monitoring and reporting arrangements are in place to support effective delivery.

CPPs are not formally accountable to the Scottish Government, nor can the CPP formally hold partners to account. However, as outlined in the Statement of Ambition, all partners are expected to contribute effectively and to take shared responsibility for the effectiveness of the CPP, including for the development and delivery of new SOAs and the provision of resources to do this. The Scottish Government proposes to introduce new legal duties to require them to do so.

Elected members will hold councils to account for their contribution to CPPs, including for the development and delivery of new SOAs, just as the Scottish



Government will hold Health Boards and other public bodies to account for their contribution to CPPs and for the development and delivery of new SOAs.

SOAs do not replace requirements on individual organisations and/or partnerships to develop and deliver statutory plans or strategies. In developing their SOA, CPPs should draw on these plans and strategies as appropriate and, in turn, as these plans and strategies are updated they should take account of the strategic direction set through SOAs. For example, where relevant, SOAs should take account of the statutory National Park Partnership Plans and the role of the two National Park Authorities as local bodies responsible for co-ordinating action to deliver better economic, social and environmental outcomes in their area.

## **TIMETABLE**

The timetable for the development and submission of new SOAs is as follows:

23 Oct. 2012	Consideration of approach by National Community Planning Group
4 Dec 2012	Issue of Guidance to CPPs
Dec 2012 – Jan 2013	Initial discussion between CPP and SG Location Director on approach to SOA
Jan - March 2013	Development of draft SOA by CPP, including discussions with SG Location Director
1 April 2013	Deadline for submission of draft SOA to Scottish Government
May-June 2013	Feedback and on-going discussion on draft SOA
28 June 2013	Deadline for agreement of SOA with Scottish Government

CPPs should be confident that partners will be able to sign up to the draft SOA submitted by 1 April 2013, but formal endorsement by partners through Council or board meetings is not required at that stage.

## **REPORTING ON CURRENT AND NEW SOAS**

The paper on Implementing the Statement of Ambition considered by the National Group on 23 October made clear that partners and partnerships should ensure effective self-evaluation of their performance and transparent and accessible public reporting. On-going performance monitoring and management is a key aspect of this. It should include a publicly available Annual Report which is used by the CPP to assess and improve performance.

The SG has not requested further performance reports on existing SOAs. However, it would be helpful to receive copies of the publicly available Annual Report for 2011-12 that the CPP Board has used to assess and improve performance. Copies of, or weblinks to, Annual Reports for 2011-12 and associated covering reports and

minutes from the relevant CPP meeting(s) should be sent to [carrol.herbertson@scotland.gsi.gov.uk](mailto:carrol.herbertson@scotland.gsi.gov.uk) by 21 December 2012.

The Scottish Government will work with COSLA, CPPs and others to develop appropriate and proportionate reporting arrangements for 2012-13 and for new SOAs.

## **ROLE OF SCOTTISH GOVERNMENT LOCATION DIRECTORS**

The Scottish Government has assigned a 'Location Director' to each CPP. S/he provides the key point of engagement between the CPP and the Government and has a key role in providing advice, support and challenge to the CPP and individual partners on the development and delivery of the new SOA and community planning more broadly.

The National Group has agreed that Location Directors have a key role to play in advising them of the progress CPPs are making in delivering the Statement of Ambition.

## **KEY CONTACTS**

The Scottish Government's Community Planning Team is happy to discuss any issues or questions arising from this guidance, and to provide further advice. They can be contacted at:

[cpimplementation@scotland.gsi.gov.uk](mailto:cpimplementation@scotland.gsi.gov.uk)

Tel: 0131 244 4956

CPPs can also seek advice and guidance from Location Directors and their Support Teams.

# **SINGLE OUTCOME AGREEMENTS**

## **GUIDANCE TO COMMUNITY PLANNING PARTNERSHIPS**

### **INFORMATION ON KEY POLICY PRIORITIES**

This Annex provides further information on the six key policy priorities to help inform the development and delivery of SOAs. It explains why these policy priorities can make a real difference to outcomes for people, shows how they are linked to each other, and describes existing or planned national activity to support local efforts to reduce inequalities of outcomes.

This annex does not give full or definitive statements about how these priorities should be covered in SOAs. Nor is it intended to replace the local work going on to focus and target outcomes at the local level. Therefore, while CPPs can use this information to help develop and deliver their SOAs, they should do so in the context of their evidence-based understanding of place and communities.

National support for CPPs' capacity to address each of these six key priorities will continue to be developed, including through the provision or validation of relevant data and evidence of 'what works' by the Improving Evidence and Data Group.

## ECONOMIC RECOVERY AND GROWTH

Delivering economic recovery and growth will contribute to many other objectives such as outcomes for young and old, improved health, employment and safer and stronger communities. It is also an example of preventative spend in action.

Given the range of interlinked factors that contribute to successful recovery and growth, genuine success can only be delivered by partners working effectively, together with the private sector, on a range of clearly identified interventions towards agreed outcomes. Collaboration on, for example, developing and delivering a proactive and joined up approach to the management of place and infrastructure, a business friendly approach and ways of working which provide effective responses to economic setbacks and enable opportunities to be grasped, will be a key part of this. The potential for social enterprises to contribute should also be recognised and acted upon.

The Scottish Local Authorities' Economic Development Improvement Guide, developed by the Improvement Service, the Scottish Government and the Scottish Local Authorities' Economic Development Group (SLAED), provides a practical toolkit, including a comprehensive framework of economic indicators, which may help CPPs in preparing their SOAs. SLAED is carrying out work to further refine these indicators, which should be completed by the end of 2012.

A two-year Economic Outcomes Programme (EOP) was launched in August 2012 to help Councils and partners implement the key messages of the SLAED Guide. More information about the Guide and the EOP can be found [here](#).

In any case, CPPs should be able to demonstrate in their SOAs that the key building blocks for a successful approach, such as having an evidence-based economic profile, agreed Economic Strategy and clear roles for partners, are in place and that action is being taken across a range of defined and locally relevant objectives such as business start-up and development, place marketing and infrastructure improvement.

Further information on the relevant National Outcome and National Indicators is at: <http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/business>.

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## EMPLOYMENT

Since the financial crisis in 2008, unemployment in Scotland has increased significantly both at a national level and across most local authority areas. The impact of long term unemployment on individuals, families and communities is particularly significant. Again, this has increased over the period. There are also specific challenges in responding to increases in youth unemployment where the potential negative impacts of long term unemployment are considerable.

There are a range of short, medium and long term challenges which need to be addressed to achieve significant levels of improvement to employment levels. The general economic situation will always be an important determinant of progress. At a local level it will continue to be important that efforts to support economic growth and increase labour market demand are aligned with co-ordinated support for those seeking work. In some cases, partnerships will wish to consider the importance of cross boundary working to support the development of regional labour markets. Continued alignment of services beyond those responsible for core employment services will also continue to be important to help individuals to overcome the range of employment barriers they may face.

The development and delivery of new SOAs is taking place in the context of an evolving set of programmes and activities targeted at tackling the specific challenge of youth unemployment. All local authorities are developing youth employment action plans which should also include the input of partners. It will be important for partners to consider the support they can offer young people as significant employers in their own right as well as the support they offer through the services they deliver.

More generally, the overall aim should be to improve employment outcomes for all age groups. SOAs should show that partners are aligning their activities to ensure that investment in employability and skills is maximised by avoiding duplication of activity, spend, and the targeting of the same clients by multiple organisations. This could be achieved through partnership arrangements and effective use of the strategic skills pipeline approach.

Partnerships will wish to refer to the recently published employability framework refresh *Working for Scotland* which is available on the Scottish Government website at <http://www.scotland.gov.uk/Publications/2012/09/5609>.

The most important outcomes in this area will be an increase in the number of people in sustained employment, an increase in average household income levels and improved productivity at a regional and national level. Other indicators which will be of particular importance will be reductions in long term and youth unemployment rates.

While these indicators will always be related to wider economic conditions, close attention should also be paid to job outcomes attributable to employability services and improvements in skills levels as clients progress toward work.

Partnerships should consider the development and monitoring of measures which reflect the match between locally and nationally funded educational and training provision with demand within local and regional labour markets.

Finally, intermediate indicators which assess the success of links between wider services and core employment support services should be integrated into a framework which measures alignment of services which support employability. While these might most sensibly be defined locally in order to reflect local conditions, partnerships should consider whether these can be developed across partnership areas.

Further information on the relevant National Outcomes and National Indicators is at:  
<http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/employment> and  
<http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/research>.

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## EARLY YEARS

Improving the early years experience in Scotland is key to enabling some of Scotland's most entrenched problems such as poverty, poor health, poor attainment and anti-social behaviour to be addressed and preventing future problems arising. CPPs are crucial to the delivery of the change programme. Each local programme is expected to be owned and supported by the whole CPP and the CPP has a critical role in providing strategic oversight. In practical terms this will be manifested by the development of ambitious Integrated Children's Services Plans (ICSPs) as set out in the Children (Scotland) Act 1995 and subsequent guidance. These are to be reflected in and aligned appropriately with new SOAs.

The Early Years Collaborative currently being developed will be at the heart of this approach. It is a multi-agency, local, quality improvement programme to be delivered at a national scale, taking forward the vision and priorities of the Early Years Taskforce. It will be centred on 3 workstreams based on a family centred, life course approach with a focus on pre-birth to one month, 1 month to 3 years and 3-5 years. Building on a range of existing work, such as the Early Years taskforce, GIRFEC and Integrated Children's Services Plans, all CPPs will be expected to participate actively in the Collaborative. Further detail on the Early Years Collaborative is available at <http://www.scotland.gov.uk/Topics/People/Young-People/Early-Years-and-Family/early-years-collaborative>.

A range of measures of progress will be developed through the Collaborative. Some of the indicators that will be used by the Collaborative may already be being used in SOAs and will provide a clear line of sight between the two.

In the meantime, in framing their SOAs CPPs should have regard to the suite of early years indicators developed following the publication of the Early Years Framework. Since that suite was first developed, ten core indicators have been identified from the original group of thirty-five. Those core indicators, along with more information on measuring progress on the Early Years Framework, can be found at <http://www.scotland.gov.uk/Topics/People/Young-People/Early-Years-and-Family/Early-Years-Framework/Implementation/Measuring-Practice#a1>.

Most of the core 10 indicators are already included in the [Menu of Local Outcome Indicators](#). After the Early Years Collaborative begins operating these will remain relevant for CPPs to provide a more general overview of progress with early years in their area, since the Collaborative will focus on more specific, nationally determined indicators. The Early Years Profiles currently available on the Scottish Neighbourhood Statistics (SNS) website will remain: these can be found at <http://www.sns.gov.uk/Reports/ThemeReport.aspx>.

Further information on the relevant National Outcome and National Indicators is at: <http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/childr en>.

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## **SAFER AND STRONGER COMMUNITIES AND REDUCING OFFENDING**

Although crime is at a 37 year low, 18% of Scots are still victims every year and many people are worried about their safety. Two-thirds of those convicted in court already have a previous conviction and the total economic and social cost of reoffending in Scotland is around £3 billion per annum. Evidence suggests that tackling the root causes of these complex issues requires a partnership, person-centred approach to service planning and delivery and the active contribution of communities.

At one level success would be apparent through lower levels of crime, reoffending and the fear of crime. However, the aspiration should be to shift from service dependency to much greater independence and resilience for communities. This would involve increased levels of social cohesion and civic pride; local people having a greater say in local services and funding; more recognition that community members can provide the solutions themselves and more localised and targeted service provision with services targeted earlier and more intensively based on risk and need. It also requires concerted and joined-up action to reduce reoffending to deliver better outcomes for victims, offenders and their families, and the wider community.

Based on the Christie Commission's findings and long established practice in Community Safety Partnerships, CPPs should consider focusing on:

- Preventing crime, antisocial behaviour and offending by developing partnership approaches at a strategic and operational level to deliver better outcomes for individuals and communities. Approaches should be person centred and focus on tackling the underlying issues of crime, antisocial behaviour and offending. Partners should promote: positive parenting; attainment of a good basic education; stable employment; equal access to public services, in particular health and housing; and support to address mental health issues and tackle problematic use of drugs and alcohol. Partners also have a role in facilitating the development of personal skills in self-control and empathy, and greater community cohesion.
- Using a range of robust evidence to set shared, outcome-based priorities and deliver services based on need, evidence of what works and best value for money. Partners should strive to share assets and decision-making and integrate their work in order to streamline services and bureaucracy. Evidence should be used to drive local priority setting and actions should be based on evidence of what works to address the root causes of the problem.



- Developing effective relationships and networks among partners at a local and national level in order to participate in peer learning and collaborations. Partners should actively develop a culture where experience, evidence and practice are proactively and openly shared.
- Promoting continuous improvement and a culture of transparency which directly involves the public in scrutiny. Partners should act in a way that ensures communities are active, have a key role in determining priorities and are treated as a resource rather than the problem to be solved. SOAs should both influence, and be influenced by, local police and fire plans and reducing reoffending area plans.

Information on the Scottish Government's Justice Strategy can be found at:  
<http://www.scotland.gov.uk/Topics/Justice/justicestrategy>.

Practical tools and guidance are available at:  
[www.scotland.gov.uk/Topics/Justice/publicsafety/17141/practitioners/newcommsafetytools](http://www.scotland.gov.uk/Topics/Justice/publicsafety/17141/practitioners/newcommsafetytools)

and

<http://www.scotland.gov.uk/Topics/Justice/public-safety/offender-management>.

Further information on the relevant National Outcome and National Indicators is at:  
<http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/crime>  
 and  
<http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/communities>.

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## HEALTH INEQUALITIES AND PHYSICAL ACTIVITY

While the health of the Scottish population as a whole is improving, some health inequalities are widening. Health inequalities can be a matter of personal lifestyles such as smoking or lack of physical activity. However, family, community, economic, cultural and environmental factors are also critical. A person's family and home life shape who they are, how resilient they are, and affect issues such as educational readiness and mental wellbeing. Every year, health inequalities result in substantial levels of working age ill-health and disability. This has a direct impact on the economy in terms of lost output, reduced taxes and higher welfare payments, and on the demand for local services.

Through Scottish Government and partners' pilots such as [Healthy Weight Communities](#), [Equally Well Test Sites](#), [Good Places](#), [Better Health Pathfinders](#) and Health Works interventions there is already good evidence of what is required to see change. In addition a range of tools are available to support that change. There are a variety of ways by which improvement can be achieved, but fundamentally leadership from senior staff is key. It has to be visible, persistent and committed.

In particular CPPs should consider focusing on tackling the wider determinants of health by improving the social, economic and physical elements of people's lives. This can be achieved by identifying shared outcomes between partners and generating local engagement and ownership in a move towards co-production. This may include aspects of family, neighbourhood and community life which increase human connectedness and unlock potential in families, people, and places, especially through prioritising interventions aimed at early years. It may also include support to encourage a return to work for those out of work and support for those in work with ill health or injury as well as physical improvements so that, for example, homes are warm and dry, walking and cycling is easier and safer, and there is good quality, accessible green space and children can play safely outdoors.

Increasing physical activity can increase life expectancy, decrease health inequalities and achieve tangible cost savings for the NHS and across a range of sectors. However, in common with other public health challenges no single partner will be able to deliver. Achieving the necessary change in activity levels in Scotland will require a partnership approach and CPPs will have a key role to play. Partners should consider how best to work collaboratively to increase opportunities and awareness of the importance of being physically active.

Further information on the relevant National Outcomes and National Indicators is at:

<http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/inequalities>

<http://www.scotland.gov.uk/About/Performance/scotPerforms/indicator/physicalactivity>.

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## OUTCOMES FOR OLDER PEOPLE

This priority is focused on transforming the lives of older people so that they can live longer in better health and with a better quality of life. This requires the development and delivery of collaborative, integrated and people centred care provision, whether in hospitals, homes or in the community.

CPPs are expected to demonstrate that key elements of partners' plans for Reshaping Care for Older People and Change Plans associated with the Change Fund are embedded in community planning and SOAs, and in particular that there is a shift in the philosophy of care from services done to people to support done with people (ie co-production) and an increasing proportion of funding allocated to preventing, delaying and reducing the need for care, anticipatory care and proactive care and support at home.

A consistent approach to defining and measuring improvement can be achieved through ensuring that the relevant high level outcomes for health and social care (eg that people with disabilities, long term conditions or who become frail are able to live as safely and independently as possible in the community, and have control over their care and support) and associated indicators and targets (where development work is still ongoing) are appropriately reflected in SOAs.

The Statement of Ambition identified the integration of adult health and social care as a key initiative with which community planning needs to engage, and that some of the outcomes to be delivered by the new integrated health and social care partnerships will need to be reflected in SOAs. Following a period of extensive engagement, seven proposed health and care integration outcomes that are expected to be improved through the integration of health and social care have been developed. Further refinement of these outcomes is being carried out in order to reflect the wider priorities of health and social care, beyond those directly affected by the integration agenda, to enable them to replace the current set that has been developed through the Healthcare Quality Strategy.

Indicators and measures for integration of adult health and social care are being developed. These include measures from all three levels of the proposed Health and Social Care Quality Outcomes Framework. Development of outcomes and measures will continue over time as integration takes effect across health and social care. Further information can be found at:

<http://www.scotland.gov.uk/Publications/2012/05/6469/12>.

Further information on the relevant National Outcome and National Indicators is at:  
<http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome/indLiving>.

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