

The Highland Council
Highland Public Services Partnership Board
13.9.13

Agenda Item	3
Report No	

Single Outcome Agreement Development

Report by Head of Policy and Performance, Highland Council

Summary

This report confirms the process for finalising the Single Outcome Agreement, including the development actions now required.

1. Background

- 1.1 The [Highland Single Outcome Agreement](#) (SOA) was finalised through:
- The discussion and agreed action at the CPP meeting on 6th June, 2013;
 - The Government's quality assurance process for SOAs involving a meeting with our panel on 13th June 2013, followed up by drafting development actions for the SOA and submitting these for the end of June 2013;
 - The 'sign-off' letter from the Minister for Local Government and Planning to our Chair of the CPP on 25th July 2013.

The SOA and the quality assurance feedback letter were considered by the Council at its meeting on 27th June 2013 and the SOA was published on the Council's website for that meeting.

2. The Quality Assurance Process

- 2.1 Officers available from the CPP met the quality assurance panel to discuss the SOA, identifying where we felt we had strengths and areas for improvement. It also provided an opportunity for us to request further Government support for the partnership. The feedback from the panel is attached at Appendix 1. This is generally positive and constructive.
- 2.2 To follow up the panel discussion, development actions were drafted and submitted. These are attached at Appendix 2. Early actions to conclude are:
1. On inequalities and prevention, to establish the Chief Officers Group as part of the CPP structure review (with part of its remit to ensure and challenge the pace on reducing inequalities) by September 2013;
 2. To establish the remit and working arrangements for the partnership theme group on deprivation and health inequalities (as part of the CPP structure review) by October 2013;
 3. Developing asset-based approaches to community learning and development through the eight test areas, supported by local health co-ordinators to be recruited by September and for the overall approach to be developed in 2013.
 4. Finalising the seven partnership delivery plans in the SOA with performance frameworks in place by end March 2014;
 5. Completing the review of community planning arrangements, including the links to be made locally by end March 2014.

2.3 Progress against these actions will be considered at this Board meeting under the following item on the community planning structure review.

2.4 With the draft development actions submitted, the Minister agreed the Highland SOA. The letter confirming that is attached at Appendix 3.

2.5 With all 32 SOAs now agreed by the Government, there has been some reflection among those taking part in quality assurance panels on that process. Key issues are that:

- Panel members were impressed by the partnership commitment they found across CPPs and are keen to find ways of sharing good practice;
- There may be some value in developing the peer review approach further and in having an on-going relationship with the quality assurance panel. CPPs are likely to be asked for their views on that matter.
- Common requests from CPPs of the Government are being considered and we should receive some feedback on the issues we raised.

Board members will be informed of any new developments from the quality assurance panel process.

3. Recommendation

3.1 Board members are asked:

1. to note the positive feedback from the quality assurance panel and that the SOA is agreed by the Scottish Government, with CPPs likely to be asked for views on the quality assurance process;
2. to consider whether they want to develop the draft development actions further at this time. Progress against them will be considered under the next item on the agenda for this Board meeting.

Author: Carron McDiarmid, Head of Policy and Performance, Highland Council. Tel (01463) 702852

4.9.13

18 June 2013

Mr Alistair Dodds
Chief Executive
Highland Council
Chief Executives Office
Glenurquhart Road
INVERNESS
IV3 5NX

Dear Alistair

— **QUALITY ASSURANCE OF THE HIGHLAND COMMUNITY PLANNING PARTNERSHIP'S SINGLE OUTCOME AGREEMENT**

First of all, we would like to thank you and the representatives of the Highland Community Planning Partnership for making time to meet the quality assurance team on 13 June and for the valuable discussion on the key strengths and development opportunities around the Single Outcome Agreement. We were also joined by Jonathan Pryce (Location Director) by video conference. This letter seeks to capture our overall impressions based on our reading of the document and our discussion, and provides some feedback on the key points we discussed.

Overview

It was clear to us that the Highland Community Planning Partnership is mature and results orientated, and that relationships are well developed amongst partners. We also recognised that the partnership is already taking significant steps to develop its Single Outcome Agreement, and has a good self-awareness of what needs to be done to sharpen the SOA and deliver further improvement.

The SOA is also framed against a strong ethos and growing momentum for partnership delivery. The integration of health and social care services in Highland is a positive backdrop to the wider work of the Highland CPP and its SOA. We were also impressed that the Council has recently created a £3m prevention fund to support the work of the CPP, and this signals a positive commitment to propelling the partnership's priorities forward.

This sense of industry and energy is reflected in the SOA itself, and in the positive outcomes that are being achieved in the Highlands at the moment. For example, the partnership has already reported successful partnership approaches to issues such as employability, community safety and children and adults with care needs. There is a lot of good work taking place and the SOA is set to develop into a rich document. One of the immediate areas for development, and perhaps the over-riding priority we took from the discussion, was therefore to make sure that the SOA reflected all of this activity and captures sufficient details about delivery, measures, and the performance framework against which progress can be evaluated. While the building blocks are in place, our

impression was that finalising the details of these would mean that the partnership is then in a strong position from which to deliver and for partners to hold each other to account on the key work-streams.

We recognise that the CPP is already working hard to further improve. For example, we can see that the Highland Partnership is aware of the challenges involved in translating its good understanding of what needs to happen into local action. Indeed, the partnership appears to have come a long way in building its leadership culture in recent years, but acknowledges the scope to cascade this further and support in particular middle/service managers to deliver partnership approaches in localities and across functions. The CPP is pragmatic about this challenge and sees this as an area for attention and further support. However, some further details of these activities would help support the sense of pace that is already implicit in the SOA and that has come through in dialogue with the representatives of the CPP. We also recognised the challenges inherent in developing an SOA for an area of the scale of the Highland Partnership and in balancing area-wide priorities with place based priorities and action. For example, we discussed how demographic change overall was impacting the Partnership and local services while noting that this was uneven across natural localities.

Finally, the CPP also has a strong expectation of what is needed nationally to support further progress within the partnership, which we have captured at the end of this letter.

Key Strengths

We identified the following key strengths:

- The CPP has taken a bold step to rebuild its SOA, including giving key partners a significant role in its production. While this means that there are still some aspects which require further specification and detail, there is a very clear sense that the SOA is being designed with real commitment and tangible delivery in mind
- There is a sense that the place making agenda is being embedded in the partnership, and that the SOA is making national priorities meaningful for the Highlands. The SOA has set out data to support this (although there is scope to break this down further into an understanding of the issues for local communities, in either the SOA or in supporting local plans).
- The SOA focusses on how the partnership itself can add value, and maps out the contributions of partners required to deliver its priorities over the medium and longer term. As a result, a set of actions are being developed in relation to all six national policy priorities (as well as local priorities). The SOA feels like a genuine plan which can be translated into delivery as a result.
- The Highland Partnership is making good progress to develop effective governance around community planning. Not only does the CPP appear to provide a robust forum for discussion, but it has also taken considerable steps to review its governance structures and redevelop these in light of the Statement of Ambition and the revised SOA. This is a very positive step which should provide a strong platform for delivery in the future. There may be valuable lessons for other partnerships from this work.
- The CPP is self-aware about further improvement. In addition to finalising the SOA itself, the CPP is also working on improving how community engagement and learning contributes to and shapes the priorities and actions of the CPP, including the interface with the 3rd sector. An initial £3m prevention fund (provided by the Council) has also been put in place to support the CPP's burgeoning partnership plan.

Areas for Improvement

We identified the following areas for improvement for the CPP to consider:

- The CPP has acknowledged that the SOA is not yet fully complete. While this reflects the ambitious approach it has taken, it will be important to address gaps as quickly as possible in order to ensure that the SOA is clear and consistent and that appropriate improvement targets, indicators and baselines are developed. Although this will be an iterative process, it may be useful for the CPP Board to identify and monitor milestones around this task.
- The initial work around prevention and tackling inequalities within specific policy areas is encouraging, and there is now an opportunity to bring this together within a strategic partnership based approach. The CPP is aware of this and has already begun this task through its new partnership group. This will mean ensuring that all partners understand their role in the collective focus on prevention and the actions expected of them. A clear sense of the specific tasks and objectives for this work would help ensure that the CPP Board can monitor progress in this regard.
- The SOA sets out a good understanding of place, but generally does not break this down beyond a macro analysis. As a result, there is not always a clear line of sight between the priorities set out in the SOA and how these link to different communities and priorities within the Highlands. For example, employment priorities in Inverness may be different from those in very rural communities, and it will be important to get a sense that these variations are being identified and planned for (either in the SOA or through other appropriate documentation).
- At the same time, there is evidence that the CPP is undertaking work in relation to specific areas of deprivation, rurality or other characteristics, and some further clarity on the relationship between this work and the SOA (or other appropriate plans) would help ensure that local communities needs are the driving force for action. In practice, this may be best captured in the partnership delivery plans that are being finalised, and so greater clarity of the scope and nature of these would therefore help demonstrate the overall sense of pace around joint outcomes.
- The CPP recognises that while partnership approaches have increasingly come to characterise the strategic approach to public services in the Highlands, there is more to do to enshrine that culture at all levels of working, and to ensure that it is informed by local communities. Further engagement with both staff and local communities is therefore likely to be required to build buy in and understanding..
- Like all CPPs, there is a challenging agenda around joint resourcing of CPP priorities. The Highland Partnership has put in place a fund to support implementation, but it is not yet clear whether the contribution of the wider resources available to partners, in financial or other terms, is being considered in the context outcomes described in the SOA.

National Issues

We are also keen to develop an understanding of whether there are any national dimensions to your ability to make progress locally. In particular, we identified that the development actions for the CPP would also benefit from the following activities, although we would be keen to hear from you about any other opportunities that emerge:

- National support to develop and facilitate joint resourcing, both in definitional terms, and in creating the right conditions for resources to be used in pursuit of joint priorities by individual partners (including the role of change funds).
- Further work to unpack and build mutual expectations around the scope and definition of prevention. There is also scope for work with Scottish Government

and the Improvement Service to understand how to measure the impacts of preventative work, including how to quantify the financial benefits of early intervention.

- Work to ensure that performance expectations on individual partners (and in particular the NHS) are compatible with the focus on outcomes locally, and do not create competing priorities
- A likely role for the National Community Planning Group and across Scottish Government in supporting further potential integration (and clarity on the role of Location Directors in this task).

Next Steps

If there is a common consensus that the above issues capture the main aspects of the development agenda, the next step is for the CPP to consider a small number of key strategic development actions that will address these, the main tasks that would underpin each of these, and the timescales for delivery.

Agreement on these development actions would supplement the draft Single Outcome Agreement and be provided to the Council Leader and Ministers in order to complete the quality assurance process by the end of June 2013.

We would be happy to discuss with you the most appropriate ways of taking this forward, particularly as we recognise that the CPP is already working on a number of these dimensions, and that you will have developed ways of planning for and monitoring these over the medium term. In the first instance, however, you may prefer to set out a response to this development agenda through correspondence.

Yours sincerely

Barbara Lindsay
Depute Chief Executive
Executive
COSLA

Stephen Gallagher
Deputy Director

Local Government Division
Scottish Government

Caroline Selkirk
Deputy Chief

NHS Tayside



Barbara Lindsay
Depute Chief Executive
COSLA
Verity House
19 Haymarket Yards
Edinburgh
EH12 5BH

Your Ref:
Our Ref: AD/EB
Date: 27 June 2013

Dear Barbara

Thank you and your panel members for coming to meet with officers from our community planning partnership on 13th June. It was good to see you again and to meet Stephen.

We found the discussion with you to be helpful and feel that you have captured in your letter dated 18th June, the main aspects of our development agenda for community planning and for taking forward the SOA. It was heartening to hear about the panel's views on our partnership's strengths. To take the development areas forward we have drafted an improvement plan. This is attached. We have also noted that we would be keen to engage with the Government on the national issues we identified during the discussion.

The improvement plan has still to be agreed with our partners and we will do this over the next few weeks and members can consider it at the first new Partnership Board meeting in September 2013. Much of the improvement action is contained in the current SOA so the Council Leader will be content that we can submit this plan at this stage. It may well develop further.

I trust this is sufficient to supplement the SOA and in order to complete the quality assurance process by the end of this month.

Yours sincerely

**Alistair Dodds
Chief Executive**

Enc:

Highland Single Outcome Agreement 2013/14-2018/19: Draft Development Actions

Strengths identified:

The Quality Assurance process for the Highland SOA 2013-18 highlighted the following strengths:

- The CPP is mature, results oriented and relationships are well developed amongst partners.
- The CPP is taking steps to develop its SOA and has good self-awareness of what needs to be done to sharpen the SOA and deliver further improvement.
- There is a strong ethos and growing momentum for partnership delivery with the integration of health and social care and the £3m prevention fund and plan highlighted.
- The SOA provides a sense of industry and energy and shows successful partnership approaches.
- Key partners have had a significant role in producing the SOA and with commitment.
- The SOA shows a clear sense of place and makes national priorities meaningful for the Highlands.
- The SOA covers all 6 national policy priorities and feels like a genuine plan that can be translated into delivery.
- The CPP is making good progress to develop effective governance around community planning – the current review is seen as a positive step.
- The CPP is self-aware with the work on community engagement to help shape priorities noted, including the role of the third sector interface in supporting this work.

Draft development actions

The Quality Assurance process for the Highland SOA 2013-18 highlighted six areas for improvement. These are listed below along with proposed improvement activity.

Area for Improvement	Improvement Activity	Timescale
SOA to capture sufficient details about delivery, measures and the performance framework against which progress can be evaluated.	<ul style="list-style-type: none"> • Delivery plans for the seven themes within the SOA to be finalised. • Systems to be in place for performance data to be gathered, base-lines set, data analysed and reported and as part of the new governance arrangements for the CPP. • An interim performance report drawing on available indicators and a narrative update on progress with the SOA for 2013/14 to be produced. • First performance report covering all themes and indicators will be for the 2014/15 period. 	<ul style="list-style-type: none"> • Before March 2014 • March 2014 • September/October 2014 • September/ October 2015

Area for Improvement	Improvement Activity	Timescale
Develop a strategic partnership approach to tackling inequalities and prevention	<ul style="list-style-type: none"> • Establish the remit and working arrangements for the partnership theme group at Director level on deprivation and health inequalities, as part of the CP structure review. • Establish the new Chief Officers Group with its role to ensure and challenge whether the CPP's work is reducing inequalities at the pace required and whether it is making the shift to prevention required (part of the CP structure review). • Continue to develop the Partnership Prevention Plan. Contribute to any further work done nationally. • Annual review of progress with the Partnership Prevention Plan to be reported. 	<ul style="list-style-type: none"> • October 2013 • September 2013 • On-going • First annual review June 2014
Develop a clear line of sight between SOA priorities and local needs and intervention	<ul style="list-style-type: none"> • Complete the review of community planning arrangements, including mapping out the links across operational, local and strategic arrangements • Key role for the thematic groups to ensure appropriate community and stakeholder engagement in planning and performance processes • Each thematic group identifies how to reflect local variation in delivery plans 	<ul style="list-style-type: none"> • By March 2014 • From October 2013 • March 2014
Ensure local communities' needs drive the partnership action in areas of deprivation and rural fragility	<p>Through the partnership group on community learning and development:</p> <ul style="list-style-type: none"> • Develop an asset-based approach and the employment of local health co-ordinators in the four most multiply deprived communities. • Develop further the asset-based approach in four fragile rural communities to be identified 	<ul style="list-style-type: none"> • Co-ordinators recruited September 2013 • Approach developed 2013

Area for Improvement	Improvement Activity	Timescale
Culture of partnership working supported at operational as well as strategic levels	<ul style="list-style-type: none"> Partnership self-evaluation supported across groups. Develop a programme of self-evaluation. The thematic groups (at Director level) have a role to inspire innovative ways for partners to work together to achieve the results required. The Chief Officers Group has a role to support the thematic groups by removing any barriers to reform that arise from current partnership arrangements, resources and behaviours. The Chief Officers Group learns from approaches elsewhere on partnership management and leadership development to agree the process for the Highland CPP 	<ul style="list-style-type: none"> Programme agreed by March 2014 From October 2013 From September 2013 By March 2014

Area for Improvement	Improvement Activity	Timescale
Identifying joint resources	<ul style="list-style-type: none"> Partnership resources for shared outcomes to be identified by each theme group and then aligned and integrated where appropriate. Through the development of the Partnership Prevention Plan, partner resources will be identified. This will be reported in the annual report as noted above. 	<ul style="list-style-type: none"> During 2013-18

CPP request for support nationally

The CPP is seen to have a strong expectation of what is needed nationally to support further progress within the partnership. Those identified at the meeting on 13th June 2013 are listed below. The Highland CPP will work with Government on these issues.

- Support to develop and facilitate joint resourcing.
- Clarity on the scope and definition around prevention and how impacts, including financial impact, may be measured.
- Support on managing any potential conflicts for partners in reporting their performance locally and nationally.
- Support for further integration of services (given the benefit of the support provided for integrating health and social care).

Minister for
Local
Government
and Planning
Derek Mackay
MSP

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By email

Cllr Drew
Hendry
Chair
Highland
Community
Planning
Partnership

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25 July 2013

Dear Councillor Hendry

Highland Community Planning Partnership: Draft Single Outcome Agreement (SOA) and Development Plan

I am writing to you in your capacity as Chair of the Highland Community Planning Partnership.

As you know, following the joint Scottish Government/COSLA Statement of Ambition in 2012 we have been taking steps to put community planning at the core of public service reform and to ensure that it and SOAs provide the foundation for effective partnership working and the delivery of better services and outcomes for communities.

In line with the Scottish Government/COSLA Guidance issued in December 2012, the development and delivery of new SOAs is a central part of that agenda and of mobilising our collective assets, activities and resources to deliver a shared 'plan for place' in each CPP area. That is why the Government and COSLA agreed a collaborative, cross-sector approach to the quality assurance of SOAs aimed at:

- Giving Ministers and the Leader of each Council confidence that the SOA is as well developed as possible and sets the course for effective partnership working and on-going improvement in the joint delivery of outcomes;
- Giving each CPP useful feedback and constructive challenge to help it develop and agree its SOA and undertake improvement thereafter; and

- Identifying steps that will require action from the Scottish Government and its agencies, as well as local government, if CPPs are to be able to develop and improve.

The QA teams involved in that process, 24 senior leaders from 17 different organisations, and the positive way in which CPPs have engaged demonstrate the benefits of collaborative working and the potential of constructive but challenging dialogue on community planning and public service reform. I hope we can build on that approach over the coming years.

The QA team which considered the SOA for your CPP identified a number of key strengths and areas for development. I have now received their advice and am pleased to be able to 'sign off' your SOA and the associated Plan for addressing the areas of development agreed with the QA team. That Development Plan is critical to making progress and I expect the CPP and individual partners to maintain momentum on the agreed Plan. I will be asking Scottish Government Location Directors to provide constructive challenge and support on that and can assure you that we will be working through the National Community Planning Group to provide the national leadership, support and advice on issues such as joint resourcing and prevention which have been heightened through the QA process.

I know that you and other CPPs across Scotland have put significant energy and commitment in to the development of new SOAs. The task now is for CPPs and individual partners to move from planning to action and to make sure the strong foundations that are now in place deliver better services and outcomes for the communities we serve, especially the most disadvantaged.

I look forward to working with you as we move on to this next important stage in delivering our shared ambitions for community planning.

I am copying this letter to your Council Chief Executive, Community Planning Manager and Location Director.

Derek Mackay