



Local Outcomes Improvement Plans Stock-take - Emerging Themes

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Purpose

The purpose of this paper was to provide the Outcomes, Evidence and Performance Board (OEPB) with a summary of the emerging themes from a recent stock-take of all available Local Outcomes Improvement Plans (LOIPs).

The findings now provide a basis from which the Improvement Service, working with relevant stakeholders, will commit to work with Community Planning Managers and partner organisations to continue to develop and deliver appropriate support for CPPs.

The Changing Context

The Community Empowerment (Scotland) Act 2015 (CE Act) introduced Local Outcomes Improvement Plans (supported by Locality Plans) as a replacement for existing Single Outcome Agreements (SOAs), i.e. the CE Act requires CPPs to:

- prepare and publish a Local Outcomes Improvement Plan (LOIP) which sets out the local outcomes which the CPP will prioritise for improvement
- identify smaller areas within the local authority area which experience the poorest outcomes, and prepare and publish locality plans to improve outcomes on agreed priorities for these communities (the outcomes prioritised for improvement in a locality plan may differ from those in the local outcomes improvement plan)
- review and report publicly on progress towards their LOIP and locality plans, and keep the continued suitability of these plans under review.

With specific reference to the LOIPs, the guidance supporting the Act states that a LOIP:

- should set out clear and agreed priorities for improving local outcomes and on tackling inequalities, and demonstrate a robust link between these and the CPP's understanding of local needs, circumstances and aspirations
- identify those geographical communities / communities of interest that experience significantly poorer outcomes
- outline how participation with communities, businesses and third sector has helped to develop and influence this understanding.

With the clear focus of the LOIPs on reducing inequality and improving outcomes for the most disadvantaged communities, LOIPs should identify those areas where CPPs will have the greatest impact, rather than the more general over-arching focus of SOAs.

Background

The exercise was coordinated by the following organisations:

- Audit Scotland
- Improvement Service
- NHS Health Scotland.

The information gathered through the process was supplemented through the following:

- Regular meetings across the three organisations to ensure consistency of approach and emerging findings (including a pilot exercise to ensure alignment)
- Working with the national Community Planning Managers Network to provide an overview of the process and ask for any additional information that CP Managers may want to provide over and above what is presented in the LOIP. This was done through attendance at the CP Managers Reference Group, national CP Network meeting and a short online survey sent to all 32 CP Managers

Whilst not directly part of this process, additional context was provided through,

- Using the emerging outputs from a joint Improvement Service / Scottish Community Development Centre project around community participation involving the majority of CPPs across Scotland, and
- What Works Scotland community planning officer survey results.

To provide a degree of consistency, each LOIP was considered with the following statements used as a guide:

1. The LOIP is clearly based on evidence and analysis of the area and its communities, variations in outcomes between communities, communities of interest and the communities and outcomes where improvement is a priority.
2. The LOIP identifies the preventative work required by the Partnership and how resources will be used in new ways to support prevention. The evidence and analysis identifying where prevention is necessary and the particular preventative approaches adopted should be within the plan or its supporting documentation.
3. The LOIP is clearly based on active participation by communities and community organisations. The nature of that participation and the resources allocated by statutory partners to enabling participation should be documented.
4. The LOIP is clear about the resources necessary to deliver the planned improvements and how they will be provided by statutory partners. Links to evidence that agreed commitments have been built into partners' own individual corporate and financial plans would be expected.

5. The LOIP is precise about the level of improvement and the timescales for improvement for each improvement commitment in the plan. There should also be clarity about how progress towards and achievement of agreed outcomes will be measured.
6. The LOIP is clear about scrutiny, performance and accountability arrangements for the plan, including the role of the CPP Board, the role of partners' own corporate governance arrangements and the role of communities and community organisations in scrutiny and performance monitoring.

It is acknowledged that there may be additional information held locally that could provide further context, however this exercise was focused on the content of the LOIPs as published public documents.

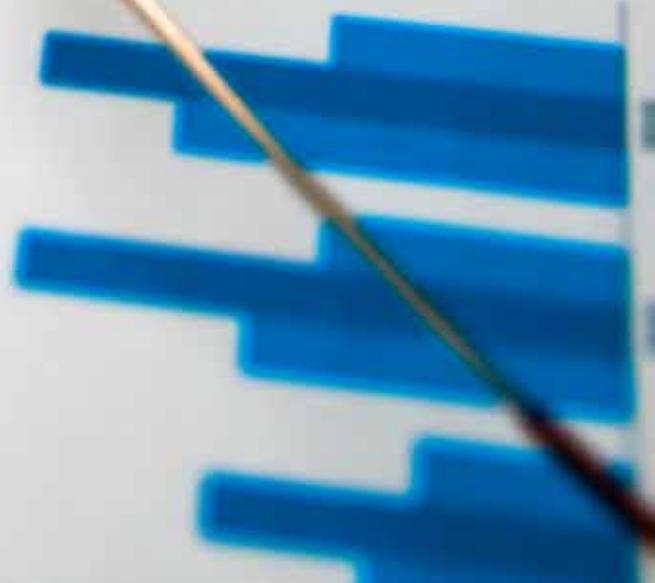
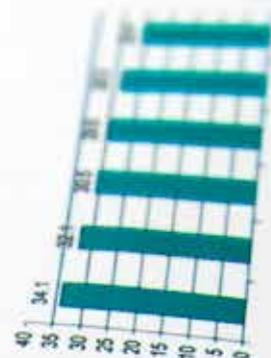
Overall good progress is being made by CPPs in the development of the LOIPs and Locality Plans. There are areas where improvement can be made, however many CPPs acknowledge the areas where development is required and included such commitments within the LOIPs. The findings that follow identify under each heading where LOIPs have made progress and potential areas where further development could be considered. They also assist in developing thinking around whether:

- there is a substantive difference between LOIPs and SOAs,
- there is a clear focus on reducing inequality, and
- LOIPs are focussed on a small number of areas where a CPP can make its greatest impact.

The current practice highlighted in each section is solely there to exemplify the range and type of activity being undertaken in CPPs across Scotland.

In addition, links to the National Performance Framework were also considered. It was found that the majority of LOIPs still retain a link to the Framework (despite the focus of LOIPs being around local outcomes). Around two-thirds of LOIPs make links to the national framework, for example through the following:

- a table that identifies clear links between local and national outcomes;
- highlighting how local strategic priorities have been informed by the national performance framework, and
- national outcomes mapped to LOIP outcomes in an appendix to the main report.



Findings

The following tables provide an overview of the findings under each of the statements.

- 1. The LOIP is be clearly based on evidence and analysis of the area and its communities, variations in outcomes between communities, communities of interest and the communities and outcomes where improvement is a priority.*

Emerging Findings

- LOIPs are based on statistical information, national evidence as well as community engagement showing local needs, but it can be difficult to see the links between the evidence base / community engagement and the agreed outcomes. There are also variations in the quality and quantity of data used.
- LOIPs tend to be focused on a limited number of priorities, however it is not always clear how priorities are decided or linked to the evidence base, however;
 - Some LOIP priorities appear as though they are trying to cover too much rather than pinpointing areas of greatest inequalities and poorest outcomes. There is a need for a sharper focus on the more intractable issues that require joint commitment and resourcing to make a difference, rather than a widening out of all potential inequalities
 - There is scope for better identification of communities of interest rather than very broad demographic categories such as children, young people, older people.
- LOIPs are supported by locality plans, though for many these are still under development. Some aim to have locality plans across the area while most focused on specific localities.
- There is a clear rationale behind choosing which localities to focus on.
- Some LOIPs have very specific areas of focus, for example young mental health clients while others have very broad priority areas such as health or economy. This has implications for achievability and performance monitoring.
- Huge variations in length and breadth of the plans (5-65+ pages), with some LOIPs just covering the basics in terms of how LOIPs are to be used and how they will be implemented and handled within the system, whilst others are very well developed and are the finished product.

Practice

- Dundee CPP undertook a Fairness Commission and the recommendations from it have informed the priorities and outcomes of the LOIP. The Fairness Commission has brought together key public-sector organisations, academic and third sector partners and community representatives. The recommendations were published in the report called 'A Fair Way to Go'. These were endorsed in full by the Dundee Partnership and a Fairness Action Plan was agreed in November 2016 framed around Stigma and Social Inclusion; Work and Wages; Reducing the Education Gap; Benefits, Advice and Support; Housing and Communities (including fuel and food poverty); and Improving Health.
- Similarly, in 2016, Perth and Kinross CPP established a Fairness Commission to learn more about how people living in the area experience poverty and inequality in their everyday lives, and the circumstances which prevent people from reaching their full potential. The Commission was made up of 11 independent Commissioners with a broad range of experiences and expertise. After listening to the professional and personal experiences and observations of as many people as possible within the area the Fairer Futures report was launched. The report offers recommendations to the CPP, and everyone else within Perth and Kinross, which will help to address the challenges that people are facing. The report also highlights areas of good practice that are helping people, and should be more widely implemented across the area. The recommendations of the Fairness Commission are reflected in the LOIP and the five Local Action Plans.

2. The LOIP identifies the preventative work required by the Partnership and how resources will be used in new ways to support prevention. The evidence and analysis identifying where prevention is necessary and the particular preventative approaches adopted should be within the plan or its supporting documentation.

Emerging Findings

- Most LOIPs are focused on prevention and early intervention however it is identified that in order to achieve this collaborative work/ joint resourcing with partners is necessary. Furthermore, the LOIPs tend not to highlight specific preventative actions and how partners are working together to address those.
- At this stage, there is limited detail around how partners will realign resources to better deliver early intervention and prevention, with details of projects, programmes and initiatives more likely to be held within Locality Plans.

Practice

- East Dunbartonshire CPP has recognised that addressing the demands on services that result from negative consequences rather than their causes has a high cost and sustaining this will get more and more difficult as more cuts are made. As a result, it is committed to building in prevention and early intervention strategies into their core activities. Over the next 10 years, a number of resources will be invested in prevention. An example of a preventative action, under the Safer and Stronger Communities theme is the International 16 Days of Action campaign which takes place every year in November and December. A local programme of information sessions, learning and training events, presentations and social media posts is coordinated by the Violence Against Women Partnership each year as a means of exploring the causes and consequences of the spectrum of gender-based violence with local workers and communities.
- Inverclyde CPP is currently promoting Inverclyde as a place to live by showcasing what the area has to offer and in doing so raising the profile of Inverclyde. In addition, the Council is also developing a new brand which builds on the promotion of Inverclyde as a place to live, work and invest and the promotion of community pride. A range of housing related measures are being introduced to help attract new people and business into the area. For example, assistance with initial housing costs and access to housing, assisting the development of self-build housing schemes, assisting householders take advantage of renewable energy systems and the introduction of a service aimed at helping people move into the area. A range of initiatives aimed at increasing employment opportunities and support provided to businesses will help to retain existing population.

community

3. The LOIP is clearly based on active participation by communities and community organisations. The nature of that participation and the resources allocated by statutory partners to enabling participation should be documented.

Emerging Findings

- There is a clear distinction between the LOIP and Locality Plans; with many Locality Plans in development.
- Most demonstrate some form of community engagement to help develop priorities, e.g. community planning days, surveys. Some used a range of activities, others may just cite a survey. However, it is not always clear how they are reaching 'hard to reach' groups or most disadvantaged in the LOIP development process.
- How communities will remain actively involved throughout the development, implementation and monitoring of the LOIP is still under development for the majority. Some have mechanisms such as the role of community groups on CPPs and some mention ongoing participation and engagement.

Practice

- East Renfrewshire CPP has engaged with over 2,200 residents between January and May 2017. Some of the methods used were citizens panel and Police Scotland engagement including your view counts survey. For each method used a breakdown of the number of people engaged has been included as well as what key themes have been identified. For example, through the citizen's panel a total of 690 people were engaged and the key themes identified are poverty and influencing local decision making.
- In addition to the statistical information gathered at East Ayrshire CPP, which is included in their Area Profile, a wide range of local intelligence is shared across the CPP and the views of local people about the key priority areas to be addressed are identified through, but not exclusively limited to, the following:
 - Community Led Action Plans which set out the priorities for improving local communities as identified by the residents themselves;
 - East Ayrshire CPP Residents' Survey 2017;
 - East Ayrshire Tenant Satisfaction Survey 2017; and
 - Vibrant Voices: consultation feedback gathered as part of East Ayrshire Council

4. The LOIP is clear about the resources necessary to deliver the planned improvements and how they will be provided by statutory partners. Links to evidence that agreed commitments have been built into partners' own individual corporate and financial plans.

Emerging Findings

- Partner plans and strategies are often referred to in appendices and highlighted as complementary to the LOIP and emphasise the links between the CPP and partners' strategic planning functions.
- Most plans have designated responsible CPP partners in terms of actions.
- Some plans still in their infancy, many state that the next step is to develop delivery plans with actions, targets, PIs and resources required to deliver.
- There are expressions of commitment to partnership working but detail on realigning resources or clarity around the responsibilities of relevant partners is still under development in many plans.

Practice

- Inverclyde's LOIP highlights that the CPP has identified joint resourcing and planning as an area for improvement in their improvement plan. The CPP is working on developing a process to identify how partners are shifting planning and resources to early intervention and measuring success on reducing demand, costs and released savings.
- In Orkney CPP, the Chairs of the Delivery Groups, working with their stakeholders, compile plans comprising their planned outcomes and the actions needed to achieve them. Each Delivery Group selects a suite of high level performance indicators, aligned to their activities and outputs, which demonstrates how well they are progressing towards their planned outcomes. The resources, in cash and kind, which are needed to implement planned actions are documented collectively in a Joint Resourcing Plan.



5. The LOIP is precise about the level of improvement and the timescales for improvement for each improvement commitment in the plan. There should also be clarity about how progress towards and achievement of agreed outcomes will be measured.

Emerging Findings

- A number of LOIPs include how outcomes will be achieved through established performance indicators. Baseline information is identified together with progress targets for medium (2-3 years) and long term (10 years). All of the targets aim to improve but for some the levels of change and success may be small.
- Although some LOIPs have included specific actions they would undertake, others include brief statements of intention and have yet to develop actions, targets and indicators.
- There is an intent to review progress annually, sometimes more frequently.

Practice

- Clackmannanshire CPP has identified a range of performance indicators to underpin the actions within the LOIP. Each measure has a baseline, with short, medium and long-term targets.
- Aberdeen CPP has a performance management framework to support the local outcomes within their LOIP. This includes a range of place based measures and performance indicators that identify baselines and targets, and the lead partners for each.

6. The LOIP is clear about scrutiny, performance and accountability arrangements for the plan, including the role of the CPP Board, the role of partners' own corporate governance arrangements and the role of communities and community organisations in scrutiny and performance monitoring.

Emerging Findings

- The majority of plans have a clear vision and those that don't have clear priorities
- Many LOIPs identify the need to consider current governance arrangements within this new environment and how communities can be enabled to become participants in the process.
- There is a commitment to annual progress reports, sometimes more frequent reporting.
- LOIPs could benefit from further information around how they envisage communities being part of the scrutiny of progress (and what this might look like), i.e. how they will be accountable to their communities.

Practice

- Fife CPP aims to have continuous conversations with communities and ask them to contribute further to ensure they are making the changes people want and need to enable them to live safe, healthy and happy lives. Some communities will be responsible for assets such as libraries, open spaces and community halls. Some ways people can get involved: visit "Let's Talk About Fife's Future" to get regular updates on what is happening, give views on a range of topics via the Fife People's Panel, volunteer in the community or join a local group via Fife Voluntary Action, submit a participation request to be involved in the planning of how services will be improved, local businesses can also join various networks and have their voice heard, make a pledge to create a Fairer Fife.

Conclusions

Overall there is varying degrees in the scale and scope of LOIPs across Scotland, though definite progress is being made against the expectations of the CE Act and associated guidance with the key theme of reducing inequality present across the board.

There remains a need however, for LOIPs to be more focused on the areas where the CPP can make the biggest impact rather than replicate the 'catch-all' nature of previous Single Outcome Agreements.

This exercise has not only identified the emerging findings under each of the themes above, but also raises wider strategic questions for community planning and potentially the role of the OEPB Board in progressing this agenda, i.e.:

- How do CPPs continue to retain a locally informed focus (which is a core element in the development of LOIPs), within a policy landscape that places a number of expectations on CPPs?
- Is there a need to work with CPPs to develop national areas of support to further develop and enhance their role?
- Have LOIPs started to engender cultural and behavioural change in how a CPP is governed and how it impacts communities?
- How are CPPs linked to wider transformative activity both with the organisations at a local level, but also cross-boundary, regionally and nationally?

However, as identified, progress is being made, specifically around the following:

- There are genuine attempts to enhance community engagement and participation, either demonstrated in the development of the LOIP or through further planned work across the CPP.
- LOIPs have started a process whereby as planning documents they have started to engender cultural and behavioural change in how a CPP is governed and how it impacts communities.
- There is a breadth of data and business intelligence within the LOIPs that inform the development of local outcomes and priorities.
- There is a recognition that there needs to be a shift to early intervention and prevention. This is either demonstrated through the commitments within the LOIP or through a statement of intent to develop this further with partners.

There are also areas identified through this work that could inform a wider programme of support. It is anticipated that this should be developed with the national Community Planning Managers Network, i.e.:

- Leadership and culture (to promote a greater focus on impact and joint resourcing)
- Governance and scrutiny (particularly around how this involves communities)
- Developing approaches to effective empowerment and participation
- Effective use of data and business intelligence.



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