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Single Outcome Agreements 2009-10

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This paper provides an overview of the 2nd round of Single Outcome Agreements. The Single Outcome Agreements for 2009-10 were signed off by the Scottish Government and Community Planning Partnerships (CPPs) in June 2009.



The Scottish Parliament
Pàrlamaid na h-Alba

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BACKGROUND

The Concordat (Scottish Government, 2009), signed by COSLA and the Scottish Government in November 2007, required each local authority to develop a Single Outcome Agreement (SOA). The Concordat stated:

“That there will be a move to a Single Outcome Agreement (SOA) for every council, based on the agreed set of national outcomes (underpinned by agreed national indicators), supported by streamlined external scrutiny and effective performance management.

In particular, the Scottish Government will work with local government on a new performance reporting system which over time will replace the myriad of existing systems and will provide regular, timely and transparent reporting to the Scottish Government on progress against national outcomes, and to local communities on progress against related local outcomes (and indicators). Each council will be required to submit a single report around the turn of the financial year on the year just finished and plans for the year to come, starting in 2008-09, setting out progress and achievements towards the national outcomes” (Scottish Government, 2009, p.2).

Single Outcome Agreements are intended to set out outcomes at a local level which local public bodies will work towards in order to contribute to the National Outcomes which have been established by the Scottish Government¹. The function of SOAs was described by the Scottish Government, Convention of Scottish Local Authorities (COSLA) and the Society of Local Authority Chief Executives (SOLACE), in written evidence to the Local Government and Communities Committee, as follows:

“The SOA is not intended to describe everything that the Council and its Community Planning partners do, as it should be a high level strategic document focused on those issues which most need improvement in the local area. Equally, the SOA does not remove the ongoing requirements on Councils in relation to the scrutiny, regulation and inspection of their performance.

The SOA articulates the community’s priorities, setting out the local outcomes which each Council and Community Planning Partnership (CPP) wish to achieve for their area by reflecting the evidence of local circumstances, needs and priorities. The SOA also shows how these local outcomes should contribute to the relevant agreed National Outcomes. The delivery of the National Outcomes will be through the actions of the Scottish Government and the contributions made by Councils and CPPs as they deliver their local outcomes. Those local contributions will naturally take different forms in different areas, as different priorities are addressed with different things being delivered and reported” (Improvement Service, 2009, p.1-2).

The Single Outcome Agreements (SOAs) for 2009-10 were signed off by the Scottish Government and Community Planning Partnerships (CPPs) in June 2009. All 32 SOAs can be accessed at:

<http://www.improvementservice.org.uk/library/577-single-outcome-agreements/681-phase-2-single-outcome-agreements-2009-onwards/view-category/>

¹ The Purpose, Strategic Objectives, National Outcomes and National Indicators established by the Scottish Government can be accessed at the link below:
<http://www.scotland.gov.uk/About/scotPerforms>

The 2009 SOAs are the second round of agreements to have been agreed and differ from the first round agreements in that all CPPs were required to have signed up to their relevant SOA in the second round. For the first round of SOAs only local authorities were required to have signed up to the agreements. In practice, half of CPPs signed up to the SOA for their area. An overview of the first round SOAs can be accessed at:

<http://www.scottish.parliament.uk/business/research/briefings-08/SB08-47.pdf>

PRINCIPLES UNDERPINNING THE SECOND ROUND

The process of developing SOAs has been overseen by the 'Concordat Oversight Group' (COG) which comprises Audit Scotland, COSLA, Scottish Government, Improvement Service and SOLACE. In addition, each CPP has been assisted by an assigned Scottish Government Director who has liaised with CPPs during the drafting process.

In particular, COG developed a range of guidance to assist CPPs in drafting the second round SOAs. The guidance produced was:

- SOA Guidance for Community Planning Partnerships (Concordat Oversight Group, 2008)
- SOA governance and accountability – guidance letter 5 Feb 09 (Concordat Oversight Group, 2009a)

COG also endorsed a 'Menu of Local Indicators (Version 4)' (SOLACE, 2009).

Throughout the process of developing SOAs the guidance has stressed the developmental nature of the process which is intended to deliver substantial change in how services are delivered at a local level and how public bodies co-operate locally. Again this was re-iterated in guidance to CPPs:

"This is only the start of a fundamental change in our ways of thinking and working, with inevitable needs for further advice and support. The Scottish Government, COSLA, SOLACE, Audit Scotland and the Improvement Service are committed to providing that support as it is needed. Our guiding principle in this change process is that, both nationally and locally, we should be clear about the outcomes which our communities need and then review and align our arrangements to ensure that they are fit for purpose to support the delivery of those outcomes" (COG, 2008, p.7).

In broad terms, the guidance takes account of the lessons learned from the first round of SOAs and the key principles which COG considered should underpin the second round agreements. The main themes in the guidance are briefly considered below.

Who is accountable for an SOA?

The Concordat commented on accountability in the following terms:

"This jointly agreed package will give local authorities substantially greater flexibility and also greater responsibility. In future, the onus will be increasingly on authorities to reach decisions on where money should be spent to achieve agreed outcomes. While the Scottish Government will stand back from micro managing what authorities do, authorities will be expected to take responsibility for their own decisions and to be answerable for these" (Scottish Government, 2009, p.7).

The expansion in the range of required signatories to a second round SOA added complexity to the accountability arrangements for SOAs. In the first round, only local authorities were

required to be signatories to the agreement although all first round SOAs dealt with issues beyond those provided solely by local authorities. The guidance to CPPs stressed that all statutory public sector partners to CPPs are ultimately accountable for public spending and the performance of policies. Therefore the statutory public bodies within CPPs were also publicly and politically accountable for the content of the SOA. Nevertheless, all non-statutory public sector CPP partners could be 'signatories' to the SOA, as could community, third sector and private sector partners on the CPP Board. However they could not be held publicly or politically accountable for the SOA. A 'key development step' highlighted in the guidance to CPPs was:

“to create effective mechanisms for joint accountability for SOA commitments, alongside the specific accountabilities agencies will continue to have for their own resources and services. Where tensions are identified between new accountability arrangements for the SOA, and the pre-existing accountability frameworks each partner agency operates within, the Scottish Government has agreed to address and resolve these matters” (COG, 2008, p.1).

Beyond the current round of SOAs in 2009-10, the guidance stressed that developing a more robust basis for the governance of SOAs, and aligning performance management mechanisms across partners, would constitute an area of continuing development in future rounds of SOAs.

A distinction was made in guidance between 'lead' and 'value added' roles for partners in delivering the outcomes contained in SOAs. The guidance (COG, 2009a, p.4) described this distinction as follows:

“A 'lead' role is where a partner has a substantial primary role in delivering the outcome; a 'value added' role is where that is not the case but value can be added by innovative thinking, targeted partnering etc”.

In particular, four main messages were emphasised, in guidance (COG, 2009b, p.5), with regard to what signing up to a SOA involves or means for the partner bodies, in particular the statutory public sector bodies in CPPs, concerned:

1. That partners are signing up to the whole SOA and not selected parts of it
2. That signing up to an SOA is equivalent to adopting the SOA as a formal corporate commitment of a Council or Board
3. That signing an SOA is a commitment to support the delivery of the SOA in all possible ways compatible with the duties and responsibilities of the organisation involved
4. In signing up, all partners are expressing a willingness to review their pre-existing structures, processes and resource deployment to optimise delivery of outcomes

Lessons from First Round SOAs

Five main lessons were emphasised in guidance to CPPs from the first round of SOAs (COG, 2008). These were:

1. That a SOA should have a strategic focus, with a manageable and meaningful number of outcomes and robust, measurable indicators, as opposed to being a compilation of unprioritised plans and activities
2. The SOA should be about actual outcomes which are focussed on quality of life and on the supporting social, economic and environmental conditions
3. The SOA should be evidence-based through a profile of social, economic and environmental conditions and trends, and include consideration of future challenges and opportunities
4. The SOA should be capable of being delivered and have clear links to partner organisations supporting plans and activities

5. Lastly, the SOA should promote continuous improvement, particularly in terms of developing community planning

The issue of ensuring that SOAs have a strategic focus was stressed within the guidance as being the 'key learning point' from the first round of SOAs. The guidance stressed that the first round SOAs had generally demonstrated a convergence around 20 outcomes which could be directly linked to National Outcomes. These outcomes had been underpinned by around 30 commonly used indicators. However the guidance went on to comment:

"The numbers of outcomes, indicators and 'asks' in some first phase SOAs made it difficult to identify strategic local priorities. Their linkage between outcomes and indicators was sometimes not clear, and nor was their linkage between outcomes which will take time to achieve and targets with 3 year horizons. Their outcomes were sometimes about aspirations or activities, rather than actual outcomes which could be evidenced in the experience of local people or conditions in the area. Local outcomes often appeared to have been prompted by the existence of a National Outcome, rather than the existence of a local priority" (COG, 2008, p.7).

Structure of an SOA

The guidance to CPPs set a structure for second round SOAs which was intended to provide a consistent approach to the presentation of information and enable SOAs to be more concise and focussed than first round SOAs. It was proposed that SOAs should be structured around eight headings as follows:

1. The Purpose of the Agreement
2. The scope of the agreement and the public services which are covered by the SOA and how stakeholders, including wider community engagement, was built into the development of the SOA
3. An area profile of the CPP area covering social, economic and environmental trends in the area in order to identify strategic local priorities for the CPP
4. The Outcome and Commitments of the SOA
5. The governance arrangements underpinning delivery of the SOA
6. Arrangements for the continuing development of the SOA
7. The performance management arrangements that are in place for the development of the SOA
8. Reporting mechanisms

In terms of the outcome framework for SOAs the guidance proposed the following structure:

- The National Outcome to which the local outcomes relate
- Description of the local context in relation to the National Outcome
- Local Outcomes (detailing indicators, the baseline position, progress targets to 2010/11 and 'end' targets and timescales)
- Links to relevant plans and commitments of local partners to support the delivery of local outcomes

The first round SOAs had contained a substantial number of 'asks' which were requests CPPs make to the Scottish Government in order to enable the delivery of local outcomes. These took three forms. Firstly, 'Strategic Asks' which are common across CPPs and require a national response from the Scottish Government. Secondly, 'local asks' which should be pursued by CPPs with their liaison officer from the Scottish Government dealing with the SOA. Lastly, 'Policy asks' which relate to issues where COSLA and the Scottish Government have arrangements in place for their joint consideration at national level. During the first round of SOAs it was also permissible to make funding requests of the Scottish Government through this mechanism. However the guidance to CPPs commented:

“ ‘Asks’ of a financial nature do not have a route for being progressed insofar as they seek additional resources when the local government settlement has already been agreed” (COG, 2008, p.23).

Policy Issues in the Second Round

The guidance to CPPs also highlighted a number of policy issues which were to be considered when developing CPPs. Firstly, the guidance emphasised that, in developing SOAs, all public sector bodies were responsible for ensuring that statutory obligations and requirements were being met. In particular, the examples of equalities and Strategic Environmental Assessments were raised. In relation to equalities the guidance commented:

“improving performance on equality will contribute to the successful delivery across a range of outcomes and further embedding equality will continue to be important in this second phase of SOAs” (COG, 2008, p.12).

The Fairer Scotland Fund (FSF), which is being rolled up into the general local government block grant in 2010-11, is intended to be tracked through SOAs. In the second round it was intended that CPP plans for FSF should be fully integrated into SOAs. The guidance stated, with regard to the removal of ring-fencing in 2010-11 from FSF monies, that:

“By this time, each CPP will have had two years to employ the FSF as a catalyst for local strategic dialogue and investment, enabling clear presentation of local outcome based approaches to tackling poverty and deprivation in the longer term” (COG, 2008, p.13).

Lastly, the guidance highlighted the importance of the engagement of communities and the third sector in the development of SOAs.

OVERVIEW OF SECOND ROUND SOAS

Introduction

The guidance to CPPs clearly indicated the need for a more strategic focus, with a more manageable and meaningful set of local outcomes and indicators, in the second round SOAs than had been the case in the first round of SOAs. All 32 second round SOAs would reflect the priorities of all the statutory Community Planning partners, whereas only 15 of the first round SOAs had done so. This section of the paper provides a numerical overview of the local outcomes and indicators contained in the 32 SOAs.

Local Outcomes

Table One (below) maps the number of local outcomes in each SOA against the 15 National Outcomes based on figures provided by the Scottish Government. Determining the number of local outcomes is not straightforward as a number of CPPs use the same local outcomes to map against more than one National Outcome. For example, the Dumfries and Galloway SOA contains five discrete local outcomes however each of the 5 local outcomes map against more than one National Outcome as the box below indicates (see Annexe One for a full list of the National Outcomes in their numerical order). As a result Table One includes a total number of local outcomes which includes a local outcome wherever it contributes to a National Outcome. For example, the Dumfries and Galloway SOA, has a ‘Total’ figures in Table One of 27 local outcomes and a ‘Non-Duplicated Total’ of five local outcomes.

Dumfries and Galloway Local Outcomes – ‘Fit’ with National Outcomes

Local Outcome 1 – A innovative and prosperous economy: contributes to National Outcomes 1, 2, 7, 12 and 15

Local Outcome 2 – Healthy and happy lives: contributes to National Outcomes 5, 6, 8, 10 and 15.

Local Outcome 3 – Feeling safe and respected within the community: contributes to National Outcomes 4, 6, 8, 9, 10 and 11.

Local Outcome 4 – Being better equipped for a changing world and having improved life chances: contributes to National Outcomes 3, 4, 5, 8, 10, 11, 13 and 15.

Local Outcome 5 – An environment that is protected and enhanced: contributes to 12, 14 and 15.

In relation to these figures the Scottish Government state:

“It should be noted that the figures were not produced for this purpose and have not been quality assured”

(Personal Correspondence with the Scottish Government, 17/2/10).

The second round SOAs contain 822 non-duplicated local outcomes, or an average of 26 local outcomes per SOA (see Table One below). This compares to 1,022 non-duplicated local outcomes in the first round of SOAs, or 32 local outcomes per SOA. This ranges from five non-duplicated local outcomes in the Dumfries and Galloway SOA to 58 non-duplicated local outcomes in the Falkirk SOA. Alternatively the second round SOAs include a total of 1,392 local outcomes (including duplicated outcomes) as compared to 1,464 local outcomes (including duplicates) from the first round SOAs (Source: Personal Communication with the Scottish Government, 20 January 2010; Herbert, 2008).

Table One: Mapping Local Outcomes Against National Outcomes in 2nd Round SOAs																	
Number of Local Outcomes for each CPP and for each National Outcome	NO1	NO2	NO3	NO4	NO5	NO6	NO7	NO8	NO9	NO10	NO11	NO12	NO13	NO14	NO15	Total	Non-Duplicated Total
Aberdeen City	4	3	2	2	2	2	2	2	4	2	2	2	4	4	1	38	38
Aberdeenshire	5	5	3	1	5	4	4	3	3	3	4	3	5	4	4	56	55
Angus	2	1	1	1	1	4	3	2	1	2	4	3	2	1	3	31	30
Argyll & Bute	5	11	7	7	2	4	5	3	3	11	7	10	6	4	4	89	16
Clackmannanshire	2	2	1	2	3	4	3	4	2	2	2	2	1	1	1	32	9
Dumfries & Galloway	1	1	1	1	2	2	1	3	1	3	2	2	1	1	4	27	5
Dundee City	2	6	5	5	5	7	8	4	5	4	3	6	1	4	3	68	11
East Ayrshire	3	2	3	3	2	1	4	3	2	3	3	3	4	3	1	40	40
East Dunbartonshire	2	5	6	5	2	9	10	2	1	4	2	4	3	2	1	58	26
East Lothian	2	1	2	2	2	3	2	5	6	4	2	2	1	1	1	36	27
East Renfrewshire	2	2	2	2	2	3	0	3	1	3	3	3	0	3	2	31	12
Edinburgh, City of	4	1	2	3	1	8	1	3	1	1	2	1	1	2	2	33	33
Eilean Siar	2	3	2	1	1	1	1	1	3	2	2	1	1	1	1	23	7
Falkirk	6	3	2	6	2	5	3	3	9	4	3	3	2	5	1	57	58
Fife	1	2	3	4	2	3	3	3	3	1	1	2	3	3	1	35	27
Glasgow City	3	5	4	4	10	7	14	7	10	6	6	4	7	1	5	93	24
Highland	3	4	3	3	2	4	6	3	2	4	1	2	3	1	1	42	15
Inverclyde	1	2	1	1	1	2	2	1	2	1	2	1	1	1	1	20	8
Midlothian	2	1	1	3	2	5	3	2	3	3	2	3	0	5	1	36	36
Moray	4	1	2	2	1	3	1	2	1	2	2	1	0	1	2	25	25
North Ayrshire	4	2	2	2	1	5	3	1	4	3	2	1	0	2	3	35	35
North Lanarkshire	4	1	7	4	3	7	1	3	2	4	4	4	0	2	4	50	33
Orkney Islands	4	3	3	3	2	6	1	2	5	11	2	5	4	4	0	55	36
Perth & Kinross	3	2	2	1	1	2	1	2	1	3	2	1	1	1	2	25	15
Renfrewshire	3	1	2	1	2	2	1	1	2	1	1	1	1	1	1	21	21
Scottish Borders	2	1	2	0	1	4	2	2	1	1	2	1	0	2	0	21	21
Shetland Islands	5	5	4	4	7	7	8	8	6	7	4	4	4	4	4	81	45
South Ayrshire	4	4	4	4	4	1	2	4	2	3	2	3	1	3	1	42	18
South Lanarkshire	1	2	1	1	1	1	2	3	1	1	3	1	1	1	1	21	8
Stirling	3	9	4	4	18	5	11	14	3	3	5	4	6	3	3	95	31
West Dunbartonshire	4	1	2	5	3	2	6	2	4	3	2	2	3	4	1	44	44

West Lothian	1	1	1	1	3	3	1	2	1	3	13	1	1	0	0	32	13
Total	94	93	87	88	96	126	115	103	95	108	97	86	68	75	60	1392	822
Source: Personal Communication with the Scottish Government, January 2010																	

Local Indicators

Table Two (below) maps the number of uses of local indicators in each SOA against the National Outcomes contained in Scotland Performs. Annexe One sets out the fifteen National Outcomes in full.

It is important to note, when interpreting Table Two, that it only represents a count of the uses of indicators contained within SOAs. As some indicators may have been used against more than one National Outcome there is likely to be double-counting in the figures presented. The figures in Table Two were initially compiled as a tool for Scottish Government analysts who were working with Single Outcome Agreements and have not been subject to rigorous quality assurance. As such, Table Two may contain errors or inconsistencies.

Some of the main points evident from Table Two, subject to the caveats above, are:

- In total, 32 SOAs contain 3,369 uses of local indicators
- There are not 3,369 different local indicators, as many indicators will measure the same outcome in the same way but in different local areas
- On average, an SOA contains 105 local indicators
- The number of indicators in an SOA ranged from 33 for Dundee City to 222 for Argyll and Bute
- The number of local indicators per National Outcome ranged from 96 local indicators relating to National Outcome 13 (We take pride in a strong, fair and inclusive national identity) to 484 local indicators relating to National Outcome 5 (Our children have the best start in life and are ready to succeed)

The total of 3,369 uses of local indicators contained in the second round SOAs represents a reduction of 230 local indicators from the 3,599 uses of local indicators contained in the first round SOAs. The first round SOAs contained 112 local indicators on average or 7 more local indicators on average than the second round SOAs (Herbert, 2008, p.7-8).

Table Two: Mapping Local Indicators Against National Outcomes in 2nd Round SOAs

	NO1	NO2	NO3	NO4	NO5	NO6	NO7	NO8	NO9	NO10	NO11	NO12	NO13	NO14	NO15	Total
Aberdeen City	6	5	5	5	7	7	7	10	7	6	3	2	6	6	2	84
Aberdeenshire	12	6	11	8	14	21	17	9	16	8	13	6	7	9	4	161
Angus	4	3	3	6	2	15	4	6	7	4	9	5	2	4	7	81
Argyll & Bute	9	28	8	8	10	20	16	11	12	38	16	17	6	8	15	222
Clackmannanshire	4	3	3	6	3	17	3	7	13	3	3	3	1	4	2	75
Dumfries & Galloway	5	2	3	3	4	8	1	2	6	0	4	1	0	4	1	44
Dundee City	1	3	4	1	1	5	5	2	4	2	2	0	0	3	0	33
East Ayrshire	4	5	5	11	7	15	12	8	11	6	5	4	4	5	2	104
East Dunbartonshire	7	4	2	9	9	5	10	9	8	6	5	6	4	6	4	94
East Lothian	9	6	0	5	12	21	10	6	15	21	8	8	3	7	6	137
East Renfrewshire	5	2	3	3	2	10	2	1	7	3	1	3	0	8	4	54
Edinburgh, City of	13	3	2	14	6	22	7	6	12	2	3	5	1	14	5	115
Eilean Siar	21	6	6	9	3	5	4	4	1	5	0	9	1	8	6	88
Falkirk	12	12	4	7	13	29	19	9	22	14	10	8	10	12	12	193
Fife	4	7	9	14	8	20	10	7	25	5	5	10	5	12	20	161
Glasgow City	16	7	9	12	16	14	30	15	19	22	9	14	11	11	14	219
Highland	3	23	8	11	9	12	20	5	22	12	9	8	4	9	16	171
Inverclyde	7	10	3	0	6	18	22	6	15	7	14	8	0	5	0	121
Midlothian	3	2	4	5	5	13	5	2	7	3	4	6	0	6	2	67
Moray	5	3	3	3	1	9	1	5	3	4	2	2	0	1	6	48
North Ayrshire	7	4	9	10	3	34	11	4	19	6	6	3	0	5	10	131
North Lanarkshire	7	3	2	4	4	15	2	4	11	2	1	3	0	4	3	65
Orkney Islands	4	8	9	6	7	12	6	6	10	14	4	9	7	7	3	112
Perth & Kinross	4	4	4	4	5	8	4	4	6	5	4	4	2	4	2	64
Renfrewshire	6	1	2	6	4	10	2	4	9	6	3	3	5	5	1	67
Scottish Borders	7	7	17	0	6	29	9	12	3	2	14	3	0	7	0	116
Shetland Islands	8	1	5	7	6	26	11	2	9	6	2	9	1	5	3	101
South Ayrshire	3	4	2	7	3	12	4	4	11	1	6	1	2	8	2	70
South Lanarkshire	9	3	2	5	2	13	7	5	13	5	8	5	3	7	14	101
Stirling	5	3	6	3	4	15	2	2	8	5	2	5	3	4	5	72
West Dunbartonshire	7	3	5	8	6	13	10	2	12	7	5	11	5	8	2	104
West Lothian	3	3	12	6	6	11	5	8	8	7	6	5	3	6	5	94
Total	220	184	170	206	194	484	278	187	351	237	186	186	96	212	178	3369
Average	6.9	5.8	5.3	6.4	6.1	15.1	8.7	5.8	11.0	7.4	5.8	5.8	3.0	6.6	5.6	

Source: Personal Communication with the Scottish Government, October 2009

QUALITATIVE CONTENT OF SOAS

The remainder of this paper considers the qualitative content of second round SOAs against a range of categories based on the issues covered in guidance to CPPs. The categories considered are:

- Governance
- Performance Management
- Reporting
- 'Asks'
- Equalities
- Environment
- Fairer Scotland Fund
- Communities, and
- Third Sector

The qualitative analysis of the content of the second round SOAs aims to give an overview of all 32 SOAs against in terms of the categories above. Given the size of the documents and the range of approaches used to present information across the 32 documents, it is possible that there may be errors or inconsistencies in the analysis and this should be borne in mind when reading the remainder of this paper.

GOVERNANCE

All SOAs, with the exception of those for Shetland and West Dunbartonshire, contain a statement on the governance arrangements which are in place to monitor progress against the outcomes contained within individual SOAs, with a number of SOAs, for example Dundee, identifying 'lead partners agencies' responsible primarily for the delivery of particular outcomes. In many cases, the governance statement consists of a description of the Community Planning Partnership structures which CPPs are using to monitor the content of SOAs. In some instances, CPP structures have been revised as a result of the SOA process, for example East Renfrewshire, Highland and North Ayrshire, whilst some SOAs contain a statement signalling an intention to review CPP structures as a result of SOA responsibilities. In most cases, the existing CPP structures appear to have been utilised without any specific changes as a result of responsibility for developing the SOA.

A small number of SOAs contain statements on how disputes will be resolved either between partners or between the CPP and the Scottish Government. For example, Dundee's SOA states:

"This agreement is entered into in good faith on the basis that it is in the mutual interests of Dundee City Council, community planning partners and the Scottish Government to improve the welfare of the citizens of the area. If there is a dispute on delivery and performance that goes beyond the normal issues of managerial competence and improvement under 'Best Value' then the presumption is that this would be a transparent issue for local democratic choice at subsequent elections" (p.20-21).

The Orkney Islands SOA makes the following comment in relation to this issue:

"The Single Outcome Agreement does not alter the accountability of individual community planning partners to their relevant Scottish Government directorates. In the event that any partner should experience conflict between their obligations under the

SOA and to their Government directorate, the matter will be referred to the Steering Group and may subsequently be referred to Orkney's Scottish Government SOA liaison director for resolution" (p.12).

PERFORMANCE MANAGEMENT

With the exception of three SOAs: East Lothian, Shetland and West Dunbartonshire, all SOAs contain a statement on performance management. Broadly, these statements divide into two main categories. The first group consists of SOAs that contain a detailed statement on performance management measures and systems which have been put in place and which have conducted a risk assessment of the SOA for example, the West Lothian SOA. Such SOAs tend to outline how, and the frequency with which, an SOA would be reviewed. In some cases, the SOA will recognise that further work is required to integrate the performance management systems of different CPP partners and detail further work to develop systems at a CPP level. For instance the Stirling SOA comments:

"An integral element of strong partnerships is performance accountability. It is in this area that Community Planning Partnerships, by their nature and experience to date are most weak. Stirling Community Planning Partnership is no different in this regard, but its adoption of an evolving governance framework is supportive. ...

The Community Planning Partnership expects partners agencies to continue to collect and report on their core indicators as part of normal business. Partners will work to share relevant data more to assist delivery against outcomes and platforms for action" (p.63).

The second group of agreements tend to make more general statements which do not go into detail regarding the systems in place. For instance, the Scottish Borders SOA comments:

"The Council, with community planning partners is building upon established performance management arrangements and will report regularly to Borders Strategic Board (BSB), Council, the Council's management team (CMT) and the Council's performance management panel (PMP). ...

In addition to the performance reporting duties on Councils and Community Planning Partnerships under the Local Government in Scotland Act 2003, nationally agreed arrangements for reporting to stakeholders on progress made on delivery of outcomes under this Agreement will apply" (p.51).

REPORTING

With the exception of five SOAs (Aberdeen City, Clackmannanshire, East Lothian, West Lothian and Western Isles) a degree of commentary on how performance against the SOA targets would be reported was contained in all SOAs. A variety of reporting mechanisms tend to be discussed. Firstly, reporting mechanisms within CPPs were the most common form of reporting contained in the agreements. Secondly, a statement that results would be communicated to the Scottish Government, generally on an annual basis, was a common feature. The Dundee agreement commented:

"There will be, we expect, a similar annual report produced jointly between the Scottish Government and COSLA on the delivery of progress on the national outcomes and the benefits of the Single Outcome Agreement process" (p.21).

Roughly half of SOAs contained details of how performance against SOA targets would be communicated to local communities citing a wide range of reporting mechanisms. The examples below provide an indication of the types of reporting mechanism set out in SOAs:

- Angus: Progress on Community Planning activities goes to every household via a public performance reporting document entitled 'Putting You First' and via a community planning website
- Argyll and Bute: An annual report and performance scorecards published on the Internet
- Dumfries and Galloway: Local media, e-mail newsletters and CPP website used to ensure information is available to the public
- Renfrewshire: Will communicate through Renfrewshire magazine and establish a Renfrewshire Performs website
- South Lanarkshire: Will produce a user-friendly report on progress against targets, the performance monitoring mechanism will be made available to the public and will also communicate via South Lanarkshire TV
- West Dunbartonshire: An annual, public progress report will be produced annually and progress against indicators will be available on the Council website

On 3 March 2009 the Concordat Oversight Group issued guidance to all the Statutory Community Planning partners on the arrangements for SOA reporting to the Scottish Government (Concordat Oversight Group, 2009c). The arrangements set out in the guidance will apply to CPP annual reports on the second round SOAs, which are expected in September 2010.

ASKS

As discussed earlier, the guidance to CPPs indicated that any new 'asks' would be expected to demonstrate and evidence that they are critical to the overall delivery of the SOA. Sixteen SOAs did not contain any 'asks'². Of the remaining 16 agreements there was a total of 227 'asks', many of which were restatements of 'asks' made in the first round SOAs. This represented an average of 14 'asks' per SOA which contained such requests. These ranged from East Ayrshire with 59 'asks' to three SOAs which contained only two asks (Clackmannanshire, Dundee and North Ayrshire). The requests contained in SOAs covered the entire gamut of local policy-making. Listed below are the 'asks' contained in the East Dunbartonshire and South Ayrshire SOAs.

East Dunbartonshire

- Extend the Town Centre Regeneration Fund to stimulate economic growth
- Consideration be given to widening the criteria for acceptance onto the national mortgage assistance schemes
- Develop proposals to further assist in stimulating the housing market
- Future local government finance distribution model to reflect changing needs and age related pressures
- Extend flexibility in allocating one-off revenue expenditure to a capitalisation process

² These were: Aberdeen City, Aberdeenshire, Angus, Dumfries and Galloway, Fife, Glasgow, Highland, Inverclyde, Midlothian, Moray, North Lanarkshire, Perth and Kinross, Scottish Borders, South Lanarkshire, Stirling, West Lothian and Western Isles. However it should be noted that Fife has made 13 'asks' which are not contained within the Fife SOA but have been forwarded to the Scottish Government. These 'asks' have not been included in the figures above. The West Lothian SOA uses the term 'areas for engagement' rather than 'asks' however for the purposes of this paper these are considered to be 'asks' and are included in the figures above.

South Ayrshire

'Asks' from the CPP:

- Improved incentives for new business formation
- Improved subsidies for public transport in rural areas
- No new burdens without new or additional funding

'Asks' from youth and pupil forums which fed into the development of the SOA in South Ayrshire:

- Increased taxes on alcohol to make it too expensive to binge drink
- Reduced availability of cheap drink
- General encouragement for young people to stay on at school until course achieved
- More sport in school

EQUALITIES

The majority of SOAs contain a statement with regard to how equalities issues are dealt with through the SOA process. The treatment of equalities issues range from a minimalist approach where a general statement with regard to equalities is made to SOAs containing detailed consideration of how equalities are integrated into SOA development and implementation. For example, the Aberdeenshire SOA contains a general statement as follows:

“equal opportunity arrangements – all public agency partners meet their statutory equalities requirements and have taken account of them in developing their own plans and strategies that have contributed to the SOA” (p.14).

Similarly, the Angus SOA also adopted the more minimalist approach of making a general statement on equalities:

“We recognise that people in Angus are different and have different needs. We also recognise that people have experienced different barriers during their lifetime due to their race, disability or gender. Treating people equally is to treat them in a way which recognises and meets those needs. Within Angus Council’s Equality Schemes, and those of our partners, there are principles and standards which we will apply to ensure that equality considerations are central to what we do, in order to eliminate unlawful discrimination and promote equality of opportunity” (p.3).

Alternatively, a considerable number of SOAs contained a detailed section on the treatment of equalities issues. SOAs in this category have adopted a wide range of approaches. The examples below provide a sense of the range of approaches taken:

Argyll and Bute SOA

- Argyll and Bute CPP has met with the Equalities and Human Rights Commission (EHRC) to discuss equalities policies
- Developed a Single Equalities Scheme which is out to consultation
- Established a 'Community Diversity Group' with a broad remit encompassing all hate crime

Dundee

- Equality Impact Screening of the SOA undertaken by representatives of Equality and Diversity Partnership

East Dunbartonshire

- Established an Equality Engagement Group to assist in mainstreaming equality duties with partners from across the CPP
- State intent to conduct an equality impact assessment of the SOA

Moray

- Specific consultation exercise carried out to engage with equality organisations
- Established an Equality Forum
- CPP considered wider equalities duties when developing priorities and outcomes

Six SOAs did not contain a statement on how equalities issues were dealt with in the development of, or subsequent implementation, of the SOA. These were Falkirk, Fife, North Lanarkshire, Renfrewshire, South Ayrshire and South Lanarkshire.

ENVIRONMENT

Generally, environmental issues tended to be considered in the 'area profile' of SOAs where a description of environmental trends in the locality would be outlined. A number of SOAs stated that environmental / sustainable development issues were met through Best Value considerations and wider legal responsibilities. For example, the East Lothian SOA comments:

“Parties to this Agreement confirm their commitment to fulfil legal and policy obligations upon them in relation to Community Planning, Best Value, equalities and sustainable development” (p.2).

A small number of SOAs contained a statement on environmental issues. For example, the Argyll and Bute SOA states:

“The Community Planning Partnership signed up to the Scottish Climate Change Declaration in early 2007 and further agreed to sign the updated Declaration in 2008 to reaffirm their commitment. The partners committed to raise the profile of local work on climate change and to work in partnership to tackle and adapt to climate change.

Many aspects of the Scottish Climate Change Declaration are already being considered or have already been achieved by community planning partners, for example the Council is participating in the Carbon Trust's Local Authority Carbon Management Programme. The Council has also carried out a waste management audit and produced a transportation strategy with actions to tackle climate change.

The Council is developing a Sustainability Assessment to assess risks and opportunities for services and communities of predicted climate change impacts, and take action to adapt accordingly. Once developed and tested, the assessment process will be shared with partners, as was the case with the equality impact assessment” (p.78).

Some other approaches adopted in relation to environmental issues included:

- The East Dunbartonshire SOA commented that the ‘Sustainable and Attractive Communities Partnership’ provided a range of advice and guidance to the Council and CPP
- The Highland SOA noted that an ‘Environment Forum’ had been established to assist with the development of the SOA.

Two SOAs, Midlothian and North Ayrshire, stated that a Strategic Environmental Assessment was not required in relation to the SOA. The Midlothian SOA stated:

“A Strategic Environmental Impact Assessment is not required in relation to the Midlothian Single Outcome Agreement as it only identifies outcomes, indicators and targets. The Midlothian Single Outcome Agreement 2009-10 documents that sit “below the waterline” and set out in detail how these targets will be met will be subject to Strategic Environmental Assessment” (p.16-17).

The North Ayrshire SOA contained a similar statement:

“Strategic Environmental Assessment (SEA) is a legal requirement under the Environmental Assessment (Scotland) Act 2005 that applies to all plans, programmes and strategies (known as ‘PPS’).

This Single Outcome Agreement (SOA) – including the SOA Action Plan which is Part Three of the Agreement – is a high level executive summary of goals, targets and existing plans, programmes and strategies. It is therefore a strategic document which does not describe *in detail* how the targets will be achieved. In addition, the detailed plans, programmes and strategies sitting below the SOA will continue to be subject to Strategic Environmental Assessment as appropriate, in line with the legislation. Whilst a number of these will have an environmental impact, the level of environmental impact of the SOA *in itself* and *as a whole* is likely to be minimal.

In summary, having regard to the terms of the 2005 Act and the content of the SOA, it is our view that there is therefore no requirement to expose the SOA to a Strategic Environmental Assessment” (p.8).

Three SOAs did not contain any consideration of how environmental issues had been dealt with. These were Moray, West Dunbartonshire and West Lothian.

FAIRER SCOTLAND FUND (FSF)

Generally, SOAs tend to contain a detailed statement on trends in deprivation within the area profile section of the agreements. The majority of SOAs tend to provide detailed statements on how FSF monies are being deployed within a locality, and the priorities and areas where FSF monies are being used. In many instances the contribution of FSF monies to national and local outcomes and indicators also tends to be detailed. In some SOAs, sub-groups of the CPP have been established to oversee the use of FSF monies, for example, Clackmannanshire and Scottish Borders. The Glasgow SOA contains considerable detail on the use of FSF monies and this is reproduced in the box below.

Glasgow SOA: Fairer Scotland Fund

The Fairer Scotland Fund is being deployed by Glasgow Community Planning Partnership to meet the key aims of improving lives and regenerating communities across the city. As with the previous SOA, CPP partners are continuing to integrate investment activity from the Fairer Scotland Fund with the relevant National and Local Outcomes on Glasgow's Agreement for 2009/10 - referred to as our 'line of sight'.

This line of sight is important to maximise the investment impact of FSF with mainstream funds from CPP partners. The Fairer Scotland Fund will continue to be deployed as an important catalyst to drive forward new and innovative activities around social inclusion and regeneration activities in Glasgow. The CPP recognises that Fairer Scotland Fund investment must be targeted at activities that will continue to have the biggest impact on improving lives and regenerating communities. In addition, FSF investment in Glasgow will offer maximum leverage with mainstream CPP funds, as well as striving for long-term sustainability of services. For 2009/10, Glasgow CPP will focus a significant proportion of FSF investment in key priorities, including:

- Employability
- Future Childcare and children's services
- Mental and physical health & well-being
- Addictions programme
- Community safety & environmental
- Financial Inclusion
- Culture, leisure and sporting programmes
- Support to the voluntary sector
- Community engagement, equalities and capacity building.

Investment will be delivered across a series of programmes, both city-wide, and locally, and will involve a range of CPP partners and local service providers, including those from the Community and Voluntary sectors. Investment decisions are based around strategic fit with relevant National and Local Outcomes within the SOA framework, as well as the five CPP objectives of a *healthy, learning, safe, vibrant* and *working* Glasgow.

Appendices 3 and 4 provide a summary of the strategic 'line of sight' between FSF investment in Glasgow and National and Local Outcomes. Glasgow CPP recognises that the FSF will have a significant, or measurable, impact on at least ten of the fifteen National Outcomes. For each of the ten most relevant National Outcomes, Glasgow CPP has selected a key indicator to demonstrate the expected accelerated progress that FSF investment should have in our most deprived areas – these indicators are outlined in the National Outcome templates.

In our previous SOA, the CPP also conducted a mapping exercise to cross reference FSF investment against the 24 Local Outcomes identified as a priority for the Partnership. Given the legacy issues of the previous Community Regeneration Fund programme (and associated funding streams), the exercise identified varying degrees of fit between 19 of the 24 Local Outcomes and activities funded via the Fairer Scotland Fund.

During 2008/09, the CPP has worked to focus and re-profile investment in FSF across a number of strategic programmes. Our '*project to programme*' approach has consolidated a range of services across the city under a smaller number of key activities. In addition, the rationalisation and re-profiling of CPP activities has enabled to CPP to re-invest some of its funds in activities that have emerged as greater priorities for the city - this has been timely given the recent changes to the socio-economic environment. These priorities include *worklessness, addictions, and children's services*.

The re-profiling exercise has afforded the CPP time to reflect and consider the exact contribution of FSF to the overall SOA. While FSF investment continues to influence many of the National and Local Outcomes in Glasgow's SOA through the service linkages with partner agencies, there is a direct line of sight contribution to half of the twenty-four Local Outcomes, with indirect contributions to a number of the others (outlined in Appendix 4).

2009/10 is a pivotal year for the CPP as partners in Glasgow look to accelerate the mainstreaming of many of the poverty and regeneration service programmes currently supported through Fairer Scotland Fund. Progress on this will be reported in the regular performance reporting over the course of the year. In order to support the continuity and mainstreaming of services, it is important that FSF supported activities have a close strategic fit with the key National and Local Outcomes outlined in Glasgow's SOA. For 2009/10, all approved funding has been closely scrutinised to ensure alignment.

For 2009/10, the Community Planning team within Glasgow City Council are leading on the integration of FSF with other City Council grants of a similar nature including its Social Inclusion Budget. Over 2009/10, Glasgow City Council will be looking to create a single comprehensive, innovative and rationalised grants programme for social inclusion and poverty/regeneration activity in Glasgow. The creation of a new single grants programme will provide opportunities for greater flexibility, alignment and rationalisation with other similar funding streams in the city - this will act as a forerunner to establishing further wide-ranging integration of related services in the city. This exercise will also help the CPP to make further adjustments in 2010/11 to programmes which reflect the review of Local Outcomes.

Source: Glasgow SOA (p.8-10)

Whilst the majority of SOAs contain considerable detail on how FSF monies are being used, 10 SOAs did not contain any statements of this kind. These were: Aberdeenshire, Angus, Dumfries and Galloway, East Lothian, East Renfrewshire, Fife, Moray, Perth and Kinross, Shetland and Stirling. The Scottish Government provided the following comment in relation to the treatment of the Fairer Scotland Fund in SOAs:

“The majority of SOAs contain reasonable detail on the investment and focus of the Fairer Scotland Fund. This line of sight to the FSF is best referenced in the Annex on Outcomes and in some cases references are provided on further below the waterline FSF documents” (Personal Communication with the Scottish Government, 17/2/10).

COMMUNITIES

With the exception of two SOAs, Aberdeen City and Fife, all the agreements tend to contain statements, in many instances extremely detailed, on how communities have been engaged in the development of SOAs. In many cases existing consultative mechanisms have been drawn upon, such as citizens' panel surveys, residents' surveys, focus groups and, in some instances, through specific consultations with particular groups or communities such as disadvantaged communities. Frequently, reference is drawn to community consultation following the 'National Standards for Community Engagement'. There is also widespread citing of consultation with Community Councils and neighbourhood groups informing the development of SOAs. For example the East Renfrewshire SOA comments:

“The views of local people have shaped the SOA through a range of methods, including the East Renfrewshire Citizens' Panel, focus groups and specific studies of community views within regeneration priority areas. It has been found that the high level priorities of

our local residents tend not to change significantly over time and this has given a sound basis for developing the strategic priorities for the SOA” (p.16).

THIRD SECTOR

Eleven SOAs do not contain a statement on how the third sector was involved in the development of the SOA. These were: Aberdeen, Aberdeenshire, Angus, Fife, Inverclyde, Midlothian, North Ayrshire, North Lanarkshire, Orkney, West Dunbartonshire and Western Isles. Of the remainder, details of voluntary sector participation on the CPP Board tended to be provided. Alternatively, a statement that the local voluntary sector umbrella organisation supported the SOA would be contained in the document. For example, the Edinburgh SOA states “Edinburgh Voluntary Organisations’ Council’s Policy Committee has also agreed in principle to support this SOA” (p.5). A description of the third sector, within the particular locality, is occasionally provided in the area profile section of agreements. That further work is required, and is being carried out, to engage the third sector with the SOA process is recognised in a number of agreements. For example, the Stirling SOA comments:

“There is no doubt that the Single Outcome Agreement is incomplete without the full engagement of the voluntary sector, as partners, as an engaged community, as active volunteers, and as deliverers of services. The Community Planning Partnership is working with the local CVS and Volunteer Centre, to determine both how the sector can be supported to be more engaged within community planning, and consequently within the Single Outcome Agreement itself. Development areas have been identified including:

- Representation
- Communication and information sharing
- Capacity building
- Participation and influence
- ‘Fit for purpose’ structures
- Unique role of the sector in determining needs, providing niche services, early intervention
- The role of volunteers and volunteering” (p.62-63).

Similarly the East Renfrewshire SOA comments:

“The East Renfrewshire CPP is building links with the local third sector – the sector has a unique role in presenting the expressed priorities and needs of their service users as well as contributing to the delivery of SOA outcomes through their service provision. Voluntary Action East Renfrewshire are developing a Third Sector Forum to bring together the managers, staff and volunteers of local agencies and resources from the Fairer Scotland Fund have been invested in mapping the sector and assessing any support and development needs to enable it to achieve and/or increase its potential capacity. The Forum has participated in focus groups to inform the SOA and its future development and will take part in work to develop community engagement in community planning. The Third Sector Forum provides a platform for future engagement in the SOA and community planning” (p.17).

Recognition that involving the third sector in SOA development, and the CPP process more generally, is problematic is reflected in a small number of SOAs. For example, the Argyll and Bute SOA states:

“A challenge for the Community Planning Partnership is involving a Third Sector that has a poorly defined structure and lack of agreement on processes for engaging with community planning. The Fairer Argyll and Bute (FAB) action plan reflects the need to develop this aspect so that the Third Sector can help to deliver national outcomes. The

FAB Plan will focus on the need for support for organisations in this sector – whether established or in formative stages – and more effective engagement” (p.82).

The South Lanarkshire SOA, as well as outlining a range of mechanisms via which the CPP has sought to engage the third sector and community groups also comments on the importance of the third sector in contributing to the targets set in the agreement. The SOA states:

“The partnership recognises that Voluntary organisations involve people and communities in taking responsibility for finding solutions to their own problems, initiating and managing their own services and facilities, and pressing for better and more appropriate provision from our public bodies.

It considers that the voluntary sector is a key player in addressing many of South Lanarkshire’s economic and social issues. The sector often works with the hardest to reach and most vulnerable in local communities. The sector regularly identifies gaps in public sector provision where it can work to address unmet need or represent the issues of people in these circumstances” (p.9).

SCRUTINY

The Local Government and Communities Committee will take evidence from the Cabinet Secretary for Finance and Sustainable Growth, on the first round SOA progress reports on 24 February 2010.

ANNEXE ONE – NATIONAL OUTCOMES IN SCOTLAND PERFORMS

'Scotland Performs' sets out the Scottish Government's 'Purpose', five 'Strategic Objectives', 15 'National Outcomes' and 45 'National Indicators'. Scotland Performs can be accessed at: <http://www.scotland.gov.uk/About/scotPerforms>

Listed below are the fifteen National Outcomes which are numbered in line with numerical order set out in Table One of this paper.

National Outcome 1 – We live in a Scotland that is the most attractive place for doing business in Europe

National Outcome 2 – We realise our full economic potential with more and better employment opportunities for our people

National Outcome 3 – We are better educated, more skilled and more successful, renowned for our research and innovation

National Outcome 4 – Our young people are successful learners, confident individuals, effective contributors and responsible citizens

National Outcome 5 – Our children have the best start in life and are ready to succeed

National Outcome 6 – We live longer, healthier lives

National Outcome 7 – We have tackled the significant inequalities in Scottish society

National Outcome 8 – We have improved the life chances for children, young people and families at risk

National Outcome 9 – We live our lives safe from crime, disorder and danger

National Outcome 10 – We live in well-designed, sustainable places where we are able to access the amenities and services we need

National Outcome 11 – We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others

National Outcome 12 – We value and enjoy our built and natural environment and protect it and enhance it for future generations

National Outcome 13 – We take pride in a strong, fair and inclusive national identity

National Outcome 14 – We reduce the local and global environmental impact of our consumption and production

National Outcome 15 – Our public services are high quality, continually improving, efficient and responsive to local people's needs

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