

REPORT TO: Community Planning Implementation Group

MEETING DATE: 4 September 2008

BY: Chief Executive, East Lothian Council

SUBJECT: Proposed arrangements for developing the 2009/10 Single Outcome Agreement

1 PURPOSE

- 1.1 To propose a framework and to allow the Community Planning Partnership to develop and implement a Single Outcome Agreement (SOA) for 2009/10 onwards.

2 RECOMMENDATION

- 2.1 It is recommended that CPIG agree to proceed in developing the SOA for 2009/10 utilising the structure and process outlined in this report.

3 BACKGROUND

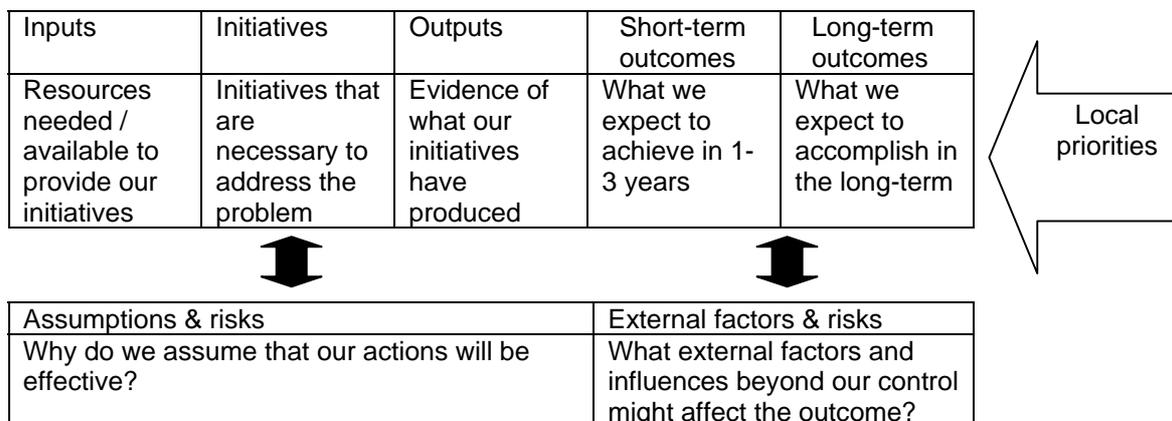
- 3.1 CPIG received a report in June entitled 'Working towards a Community Planning Single Outcome Agreement'. The purpose of that paper was to provide an outline of the main elements involved in preparing an SOA for the Community Planning Partnership. This report follows on from that earlier paper by making a proposal for how the Partnership might go about developing and implementing the SOA.

Process for developing the SOA 2009/10

- 3.2 Developing the Single Outcome Agreement for 2009/10 will require an extension, or in some instances the creation, of joint planning between different organisations. Allied to this extension of joint planning will be the introduction of what will be, to many, a new model of outcomes based planning. Development of the SOA can be broadly split into five stages:

- 1 – Gather evidence & agree local context
- 2 – Determine local priorities and outcomes
- 3 – Logic modelling
 - Specify outcomes
 - Choose outcome indicators
 - Identify and agree initiatives, inputs and outputs
- 4 – Incorporate activities within business planning
- 5 – Measure and review progress

- 3.3 Stages 1 and 2 will be familiar to partners that are involved in the development of strategy or policy. Before determining any outcomes partners must first agree the context and conditions within which they operate. Gathering a broad and robust range of evidence is essential for this task. Collectively the Partnership will hold a large amount of information. Sharing this information, and importantly agreeing a shared understanding of its implications, is vital to the development of outcomes.
- 3.4 Analysis of the evidence gathered during stage 1 should suggest a range of issues and opportunities. Partners need to determine which of these issues are priorities in East Lothian. Examples of local priorities might be ‘to secure the economic regeneration of the area’ or ‘to combat the harm caused by alcohol and drug misuse’, i.e. matters of strategic importance to the Council, its partners and its community. Local Outcomes, reflecting the best options for addressing the priorities, should then follow.
- 3.5 Stage 3 represents a process that partners may be less familiar with. Outcomes will be developed and interpreted into a set of practical actions via a process known as logic modelling. Central to the concept of the logic model is that theories of ‘how things work’, which are usually implicit when policy is formulated, are made explicit. Short-term, medium-term and long-term indicators of change are identified as part of the model, which can then be used to evaluate whether our assumptions are correct. The model can also be used to define the scope of an initiative, identify accountabilities and communicate how the process should work.
- 3.6 The Partnership will use a ‘right-to-left’ logic model. This model will ‘begin at the end’, i.e. it will start with the outcome and then work backwards towards the actions or initiatives. For example:
- Specify long-term outcomes; then
 - Specify short-term outcomes; then
 - Determine initiatives, inputs and outputs



- 3.7 Developing a logic model can, and should, be done with the involvement of many partners. Creating a logic model is a consensus building process across a wide variety of stakeholders through the Planning Groups (see '*Structures*' section below). It is not intended to be an analytical exercise done by an individual.
- 3.8 Once all of the relevant logic models have been completed the results need to be incorporated within business planning (stage 4). Business planning is envisaged as being arranged to include the Single Outcome Agreement and Joint Plans at Partnership level, which would feed into each organisation's individual business plans and performance management systems where relevant.
- 3.9 Stage 5 involves monitoring and reviewing performance. Once the SOA has been completed it is envisaged that the Planning Groups would turn their attention to the monitoring and review of how those outcomes are being achieved. Members of the Groups will be best placed to determine whether the outcomes are being achieved and if not, why not.
- 3.10 Evaluating the assumptions made in the logic model will provide a useful measure of progress, as many of the eventual outcomes identified in the SOA will not be realised in the short-term. Logic models are intended to provide partners with the ability to assert a reasonable claim that they are making a contribution to the final outcome. Attributing outputs and initiatives towards an eventual outcome using a logic model will also ensure that organisations remain accountable for their actions.
- 3.11 Barriers to the achievement of the outcomes requiring a collaborative decision would be referred from the Groups to the Board (see '*Structures*' section below) in order to gain a resolution. It is also envisaged that any potential Board would oversee performance, which would be reported to them by the Planning Groups on a 'by exception' basis.

Structure

- 3.12 Changes to the current Community Planning structure are likely to become necessary due to the complex and inter-related nature of the planning activity surrounding outcomes. While CPIG has the capacity to agree the broad strategic direction of the Partnership, it is too large and diverse to conduct specific planning activities.
- 3.13 One possible solution would be to opt for the creation of a Board and several Planning Groups to develop and implement the SOA. Under these proposals CPIG will remain with a remit to ensure that communities and partners are engaged and represented. CPIG will also keep its role as the primary grouping, agreeing strategic direction and ensuring that sub-groups are accountable to the wider Partnership.
- 3.14 Each member of the Board would be accountable to their own organisation. The Board will constitute an 'unincorporated association', unable to action a 'collective' decision. Decisions must, therefore, be

ratified by each of the individual organisations involved before being put into action.

- 3.15 Establishing a Community Planning Board would provide a mechanism for jointly approving the East Lothian Single Outcome Agreement and for managing the delivery of outcomes. Such a Board would be composed of senior representatives of key partners in East Lothian. The members of the Board would be in a position to make decisions about the use of resources in their organisations and where necessary agree joint initiatives.
- 3.16 Planning Groups would undertake the substantive work involved in the creation of the SOA for 2009/10 and the review of performance thereafter. Where possible it is envisaged that Planning Groups would be based upon existing sub-groups rather than cause duplication. Should the Planning Groups identify barriers to joint working or performance it is expected that these issues would be raised with the Board who may then take action.
- 3.17 Local community planning groups would contribute to the work undertaken by the Planning Groups and translate the outcomes into actions carried out at locality level. The proposed SOA process would also allow local community planning groups to feed into the development of the SOA via the Planning Groups.

Next steps

- 3.18 Subject to the agreement of CPIG, the concepts outlined in this report will be further developed in tandem with ongoing work relating to local community planning. Partners will be invited to contribute to the development of these ideas prior to a report being prepared for the agreement of East Lothian Council's Cabinet on October 7th.

4 POLICY IMPLICATIONS

- 4.1 Developing the role of the Partnership to take a more integrated approach to the achievement of outcomes assists in the attainment of Best Value. Community Planning Partnerships are expected to demonstrate 'a culture which encourages joint working and service delivery where this will contribute to better services and customer focussed outcomes'. The Guidance on Best Value notes that in practice this includes:
 - Agreeing respective roles and commitments
 - Integrated management of resources where appropriate
 - Effective monitoring of collective performance
 - Joint problem solving

- 4.2 Broadening the SOA to include all of the Community Planning Partnership is a requirement of the Concordat between the Scottish Government and Local Government. Agreeing to the recommendations contained within this report will help in establishing a Community Planning SOA by the deadline of April 2009.

5 RESOURCE IMPLICATIONS

- 5.1 Financial – none at present
- 5.2 Personnel - none at present
- 5.3 Other - none at present

6 BACKGROUND PAPERS

- 6.1 'Working towards a Community Planning Single Outcome Agreement', report to CPIG, June 2008
- 6.2 East Lothian Single Outcome Agreement 2008/09
- 6.3 East Lothian Community Plan 2007-2016 and objectives (2008)

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| DATE | 1 September 2008 |