1 Introduction

1.1 This report is Glasgow Community Planning Partnership’s written submission to the Scottish Parliament’s Finance Committee on Wednesday 8 October.

1.2 Glasgow Community Planning Partnership (GCPP) has recently been the subject of an Audit Scotland report. This report draws extensively from the content and findings of that report, along with the current implementation of our SOA and other Community Planning initiatives.

1.3 The format of this report reflects the content and order of points outlined in your e-mail of 22 August 2014.

2 Preventative Spend

“A summary of current programmes that focus on delivering the shift to preventative spending and how the success of these programmes is being, or will be, measured”

2.1 The Glasgow CPP is committed to affecting a shift to preventative spend. Our ‘One Glasgow’ programme is one way which demonstrates this. One Glasgow is a unique partnership initiative which seeks to achieve better outcomes for people in Glasgow by changing how organisations work together and use their resources. It adopts a ‘Total Place’ approach to budget planning and financial challenges based on pooling resources, focussing on specific shared priorities, eliminating duplication, and creating efficiencies. One Glasgow’s core principles include:

- Earlier intervention and a proactive approach to prevention
- Outcome based targets and commissioning
- Clearer programmes or work and pathways
- Better targeting of services based on need
- Improved working with the third sector; and
- Improved case management and practice

2.2 The intended benefits of this approach are not just better services and outcomes for residents, but also a better use of financial and other resources, with a long term view to enacting change. A number of current One Glasgow programmes are focused on delivering a shift to preventative spending, including: Reducing Offending (12 – 25 years), and Early Years (0 – 8 years).

Reducing Offending (12 – 25 years)

2.3 The Reducing Offending 12-25 year old workstream focuses its approach on those under 25 who are involved, or at risk of becoming involved, in the justice system, including those leaving prison and care.
2.4 Our aim is to achieve long term outcomes, through working together:
- Glasgow’s communities are safer
- Glasgow’s young people are a positive part of their communities
- Offending amongst under 25s in Glasgow reduces; and
- The prison population from Glasgow aged under 25 reduces

2.5 The One Glasgow Reducing Offending team operates from a multi agency Coordination Hub and is supported by analysts within a Client Intelligence Unit. The Coordination Hub is managed on behalf of all partners by Police Scotland. The work is also supported by secondees from Police Scotland, Social Work Services, the Community Justice Authority and the Third Sector, supporting development and monitoring of the partnership performance.

2.6 A key area of work to date has been the development and agreement of an Information Sharing Protocol (ISP) across the Partnership, facilitating an enhanced level of information sharing, improved partnership working and improved targeting of resources.

2.7 Evidence is emerging around the initial impact of the Hub approach. The Hub has supports screening and decision making around Early and Effective Intervention (EEI). This process enables a person-centred approach to young people who have been involved in offending, providing the right intervention at the right time while ensuring any concerns about behaviour or wellbeing are reported and acted on correctly. Almost 900 EEI referrals were screened via the Hub in 2013-14 by Community Safety Glasgow staff, and information from the Hub also supported decision making around 529 of these cases which were referred to local multi-agency steering groups for coordination.

2.8 As part of the Whole Systems approach, a Youth Justice social worker dedicated to coordinating all aspects of diversion from prosecution is based in the Hub one day per week. Similarly, an additional Youth Justice social worker who performs the role of a Court Support worker also operates from the Hub. The One Glasgow Reducing Offending team meets regularly with Glasgow Social Work Youth Justice Supporting Transition and Reintegration (STARS) team, which provides a holistic service for young people being released from secure care or HM Young Offenders Institutions.

**Early Years (0 – 8 years)**

2.9 One Glasgow’s Children 0-8 early intervention approach aims to reduce inequalities in childhood development and family wellbeing by focusing on families who are ‘just coping’. ‘Just coping’ families could be described as families who are often invisible to public services as they are keen to hide the true extent of their social and financial difficulties in a bid to avoid labels such as ‘dysfunctional’ and ‘chaotic’. This invisibility makes it difficult to quantify exactly how many families in Glasgow may be experiencing difficulties.

2.10 In common with the national Early Years Collaborative, Glasgow’s collaborative model breaks down into age-related workstreams from pre-birth to age 8. The work encompassed within the aims of the One Glasgow approach since 2011, has now merged with the national Collaborative aims.
2.11 Forty-seven nurseries and one primary school across the City have become the pathfinders in developing a family learning focused approach towards working with children and their families.

2.12 Small amounts of funding have been awarded to allow the services to create, improve and expand space within their buildings for parents, and to develop a range of engagement, learning and employability projects, broadly under our Families in Partnership banner.

2.13 We have begun to define what it means to be a One Glasgow nursery using the family-focused approach. Whilst some elements are qualitative and difficult to measure – such as ethos, relationships and staff qualities – there are more quantifiable measures around the ability of the nursery staff and local partners to support the delivery of evidence-based interventions, and the embedding of wider strategies, such as breastfeeding-friendly establishment.

2.14 Multi-agency training and practitioner networks have also been established across the City to support the sharing of practice around family engagement and to include the voice of practitioners in identifying what is working.

2.15 An improved partnership with the third sector has been key to activity and collaboration between third sector and public services has been championed through our Improving Futures Groups. This has allowed us to gather a range of mapping information, share good practice, and to improve outcomes for children and their families.

2.16 In terms of operational delivery, third and public sector partners have begun to align more closely in a number of areas. Some voluntary organisations have embedded family support workers within nursery staff teams or health visitor teams, whilst others are developing a shared professional dialogue between their staff and nursery staff in order that a genuinely collaborative approach can be taken to supporting families when difficulties are identified.

2.17 In addition to developing family learning and embedding the third sector in what we do, a pilot multi-agency Early Years Joint Support Team (EYJST) has been in operation in two areas in the North West of the City.

2.18 This evolving team model was devised with the concept of bringing together all of the key local agencies who could contribute to the discussion around a ‘just coping’ family in order to agree an integrated package of support services, based on family need, which would help them to move towards coping more effectively.

2.19 Tracking and measuring the benefits of all of this work is challenging in a city the size of Glasgow. We already have a raft of possible population and child outcome data sources and measures in place. With the help of the Glasgow Centre for Population Health, we are now developing the most appropriate measurement tools to help track progress with One Glasgow activities.
3 Joint Resourcing
“how CPP partners are working together to assess, align and allocate
the resources needed to deliver preventative approaches in their
communities and what barriers are there to this.”

3.1 Following the publication of the “Agreement on Joint Working on Community
Planning and Resourcing” in September 2013, the Chair of the Glasgow CPP
invited senior representatives to come together to consider how the Glasgow
CPP should respond to this.

3.2 Given the scale of service delivery in Glasgow, it was agreed that partners
should focus its initial joint resourcing activities around the SOA priorities, with
partners initially asked to identify and articulate the current resources and
investment made around youth employment. A working group, chaired by
Lynn Brown (Deputy Chief Executive and Executive Director of Financial
Services, Glasgow City Council) and comprising of GCCP Financial Directors
(or equivalent) has been tasked with progressing this agenda.

3.3 The joint resourcing activity in Glasgow is being guided by several principles:

- to gain a holistic understanding of current levels of investment by CPP
  partners around a specific activity or outcome
- to analyse and assess the investment based on what type of service or
  intervention it is, including whether it is preventative or reactionary activity
- to consider what the latest evidence / data is telling us around current levels
  of demand for a specific activity or outcome, and comparing this against the
  actual current profile of investment (the ‘as is’)
- to quantify as best as possible the potential savings and benefits associated
  with achieving a successful outcome rather than the costs and consequence
  of a negative outcome (e.g. preventing a homeless presentation, preventing a
  young person from going to prison, or preventing a fire death)
- to consider all of these elements together in order to make recommendations
to partners around how best to invest joint budgets and resources

Youth Employment

3.4 Initial work on the Youth Employment priority has been in two parts: a
Strategic Review identifying current business needs and growth sectors; and
a Mapping Exercise of current service provision across the city. Glasgow City
Council initially reviewed current provision within the Council family and then
extended this exercise to include the other partners.

3.5 To inform the exercise, statistical information was provided, indicating that
Glasgow’s overall youth employment position has improved since the middle
of 2011, and the gap between Glasgow and the rest of Scotland also closing.
However, there has been an increase in the number of long-term unemployed
young people in the city, suggesting that those people who ‘fall through the
net’ are particularly difficult to then reach and assist. This emphasises the
need for a preventative approach to provision. This is supported by statistics
that indicate young people are struggling to remain in positive destinations.
3.6 The review has indicated that placing greater emphasis on Stage 5 of the employability pipeline (Job progression) may be an option for consideration.

3.7 The mapping exercise undertaken by the council identified £148m being spent on youth employment across the city in 2013/14. Almost 80% of the expenditure relates to Employability Pipeline Stages 3-4 (e.g. improving employability skills). Around 10% of the expenditure relates to preventative expenditure (e.g. in schools, or in sustaining employment).

3.8 Some more work is required to scrutinise the data collected, in particular around matching direct expenditure with the expenditure declared by funding organisations. Lessons learned will also be shared with partners undertaking similar exercises and within the other work streams.

Homelessness and Housing Need
3.9 Partners have now also started to consider other SOA outcomes including the Prevention of Homelessness which is part of the Vulnerable People priority. Partners are in the process of identifying spending around homelessness, starting with Social Work Services within the local authority. The first milestone in this process is a preliminary breakdown of spend by activity and service. This includes an early assessment of what proportion of this spend is focused on preventative work, following the youth employment model.

3.10 The next phase of this process is to achieve a better, more holistic understanding of spend by local authority and CPP partner (including third sector). This incorporates understanding on whether this is prevention or reactive spending, and marrying spend against shifting evidence of need.

Alcohol
3.11 In relation to the SOA alcohol priority, an initial analysis and report has been produced outlining the joint resourcing history of the Glasgow City Alcohol & Drugs Partnership (ADP), which is the lead partnership structure for the alcohol theme of the SOA. The report reflected that in 2014/15 £1.3 m (2.6%) of the ADP resources were committed to alcohol prevention, from the £49.9m total funding envelope.

3.12 The ADP Executive Group agreed that a working group would be established to progress joint resourcing with membership drawn from health and care, the ADP support team, finance (health and social work) and Community Planning, with the first meeting of this group taking place in September 2014. This work programme is being established to answer the question; ‘Are community planning partners utilising resources as effectively as possible to reduce the burden of cost (social and fiscal) of alcohol consumption?’

Capital Planning
3.13 A further emerging element of the work of the Joint Resourcing working group is around capital planning. CPP Partners already actively work together on a wide range of capital investment opportunities. For example:
• The Hub West Partnering Board, which meets regularly and identifies joint opportunities between GCC, NHS and further and higher education. Examples include Woodside and Gorbals Day Centres, being constructed along side new Health Centres; and

• Housing development between Glasgow City Council and the Wheatley Group (Glasgow Housing Association)

3.14 The trend for capital projects has been bigger centres with more agencies operating out of them. With relatively lower levels of capital available the Scottish Government is directing NHS GG&C to use ‘hub West of Scotland’ which is a jointly owned public (40%) / private (60%) organisation. ‘hub West of Scotland’ undertakes new construction projects for the public sector. There are 16 agencies from Glasgow participating in this hub.

3.15 Proposed projects will undergo a feasibility study which includes; a review of service need, condition of current estate, joint working, deliverability and financial model. A number of possible projects have been identified. Increased joint working between partners will strengthen the case for a project.

3.16 Since 2007 capital spending in Glasgow has seen in excess of £1bn spent by the Council, closely linked to the Games. £500m has been spent on building new or upgrading schools and a further £250m is planned for the next phase of school estate investment. In October/November 2014 GCC will begin talks both internally and externally on capital spend going forward. The integration of Health & Social Care will influence these discussions significantly.

3.17 The City Council is also in the process of enhancing its existing property information database with an aspiration to use ICT solutions to identify existing property opportunities across partners in the city. It has implemented a new governance structure around existing property and ICT which will use to more actively link the Glasgow Council family with other CPP partners as part of significant decisions on its property and ICT estate.

3.18 The Joint Working on Community Planning & Resourcing group agreed to convene a working group and lead development on how partners in Glasgow can implement a joined up approach to Capital Planning Programmes. The aim of this working group is for partners to plan together, invest together, prioritise investment and improve joint working opportunities.

**Re-profiling of the Integrated Grant Fund**

3.19 A range of Community Planning Partnership grant funding programmes are supported using the Integrated Grant Fund (IGF) in the city. For 2015/2016, the total IGF budget is likely to be approx £40 million. In terms of leverage, the IGF generates £1.15 for every £1 IGF invested (2011/12 data).

3.20 A number of recent policy and structural drivers have determined the need to review the focus of IGF in the city during 2014, including the new Single Outcome Agreement (SOA) for Glasgow, the Statement on Joint Working and Resourcing, the restructuring of Police, Fire and Rescue, and Adult Health and Social Care Services in Scotland, the provision of longer term grant
The objectives of the current IGF review include:

- Re-model of the IGF funding programmes in line with the CPP and Council Strategic Priorities;
- Develop clear objectives for the IGF and a three year funding plan;
- Re-configure the IGF in light of SOA priorities and new CPP governance structures;
- Develop a funding framework that includes an element of Community Budgeting; and
- Affecting a shift towards investment in more preventative activities

The IGF has traditionally been aligned to the SOA, CPP and Council priorities. The new SOA focuses the CPP on a smaller number of outcomes. The previous IGF funding programmes were devised with a view to encompassing a broad range of services being delivered via a number of previous funding sources – these programmes were aligned to the previous SOA (23 local outcomes in 2007/08), CPP and Council priorities.

It is proposed that the IGF is re-aligned to current SOA, CPP and Council priorities from 2015/16, and it will also take account for the commitment to implementing the Statement on Joint Working and Resourcing. A new set of programmes have consequently been devised for the IGF programmes:

- Alcohol, Health and Wellbeing
- Young People and Youth Employment
- Vulnerable People and Families
- Safer Communities
- Fairer Communities
- Sustainable Communities

4 Information Sharing

“how effectively information about successful approaches is shared amongst partners or with other CPPs.”

Glasgow is committed to learning from its past and current initiatives and to use this learning to inform future reform and developments. Partners have been active since the agreement of the SOA to ensure that it learns from good practice elsewhere around better service planning and integration. Equally, CPP partners have been also eager to share the learning of its own experience with other CPPs and partnership bodies across Scotland.

The CPP is actively facilitating greater discussion and understanding of the prevention agenda across CPP partners. E.g. A ‘Prevention through Early Intervention’ event is scheduled for 28th October in Glasgow. This event will consider how partners in Glasgow can make progress on this agenda, look at some emerging examples of good practice and consider how we can build up an evidence base for an effective preventative approach.
4.3 Glasgow CPP has recently become a key partner with What Works Scotland, having submitted a successful proposal that identified a range of issues where the CPP partners are keen to both learn more about and share its own experiences. These are mainly focused around the SOA themes of Youth Employment, In Work Poverty, Thriving Places (our placed based approach to achieving outcomes); and Performance Management.

4.4 Over the coming months What Works Scotland and representatives of Glasgow CPP will collaborate across a number of themes to better understand what is and what isn’t working in the local area, secure a better understand what effective policy interventions and effective services look like, and promote the use of evidence in planning and service delivery.

4.5 Representatives from the CPP contributed to the National CPP Conference ‘Changing Lives : Celebrating Success’ in June 2014. A presentation and workshop session was delivered around the approach taken by CPP Partners around our SOA Youth Employment priority and proposals for Joint Resourcing. This workshop was well received and we have built links with other CPPs keen to share experiences with Partners in Glasgow.

4.6 In June 2014, the National Community Planning Group (NCPG) invited representatives of Glasgow CPP to discuss the approach Glasgow CPP is taking on joint resourcing, prevention, tackling inequalities and community engagement. George Black, Chief Executive of Glasgow City Council and Robert Calderwood, Chief Executive NHS GG&C attended.

4.7 The NCPG recognised the challenges that CPPs face in order to drive improvement in a complex system which involves many players and distributed leadership. The NCPG was encouraged by the action which Glasgow CPP is taking, as one example of an approach that ensures strong strategic ambitions and a focus on positive change at operational level.

4.8 The CPP is currently involved in on-going Dialogue with Scottish Government and the Improvement Service around the Improving Evidence and Data Group (IEDG) set up as a prioritising and governance channel for analytical and research activity, to support CPPs in making better use of evidence and analysis in driving improved outcomes for their communities. Representatives from IEDG have visited Glasgow to learn more about how we share data as part of the One Glasgow Reducing Offending approach. They are also keen to assess how they might help the CPP with issues of Data Sharing around youth employment, as highlighted by the Glasgow Works Partnership.

4.9 Internal structures of Glasgow CPP share information about successful approaches through our 21 Area Partnerships and 3 Sector Partnerships on a regular basis. These structures were established in 2013 following a review of Glasgow CPP. A network of Officer Groups supports the formal structures and also share information about successful approaches. Each priority theme within the Single Outcome Agreement has a working group who facilitate the sharing of data, knowledge and working practices across priority themes and sectors.
5 Best Practice

“whether there have been any examples of successful adoption of initiatives used by other CPPs to achieve positive outcomes and how information about these initiatives was shared.”

5.1 Representatives from Glasgow CPP who attended the National Community Planning Conference on 5 June were particularly keen to source further information on two aspects; the approach Dundee is taking to a prevention framework, and the experience of partnership working of the Includem project. Discussions have taken place at officer level between Glasgow and Dundee CPP and the Community Planning Manager from Dundee City Council has kindly agreed to speak at Glasgow’s Prevention & Early Intervention event, as has the Chief Executive of Includem, as mentioned earlier this report.

6 Audit Improvement Plan

“How the CPP is responding to any recommendations made in the Audit Scotland report.”

6.1 Contained within the recent Glasgow CPP Audit report from Audit Scotland is an ‘Improvement Agenda’, a series of recommendations by the auditors around how Glasgow CPP might better deliver Community Planning in Glasgow. These recommendations cover aspects of service delivery, governance, performance monitoring, and community engagement.

6.2 An action plan in response to the points outlined in the audit Improvement Agenda has been developed, an outline of which has been presented to both the Executive Group and Strategic Board of Glasgow CPP. A working group is developing the details of the action plan, with a series of workshops and discussions planned for October and November 2014.

6.3 The action plan for the CPP covers the following actions:

- how to maintain the pace of change in service reform
- how to improve performance management and reporting
- strengthening governance arrangements
- improving community involvement in the CPP process; and
- strengthening capacity building for CPP partners

6.4 Progress on these actions will be reported regularly to the Glasgow CPP Strategic Board, with a formal review of the action plan conducted by March 2015, as part of the Annual Report on Community Planning.

6.5 A major part of the response to the Audit recommendations is being focused on improving performance management and reporting arrangements. The CPP partners are currently engaged in an intensive series of workshops and bi-lateral discussions, facilitated by independent consultants, to design a performance monitoring and reporting framework for the SOA.

6.6 The performance workshops are using a ‘logic modelling’ approach to identifying inputs, outcomes and performance measures that will underpin
each of the SOA priorities, and provide an evidence base to demonstrate the impact of the SOA over the next decade. The final framework will be presented to the CPP for approval by December 2014.

6.7 Audit Scotland found that Glasgow CPP is, “currently reviewing how it engages with communities throughout Glasgow…The CPP is exploring other ways to engage with communities and develop new approaches. It has begun work to establish "community platforms" that will provide an alternative mechanism for it to obtain community views.”

6.8 Glasgow CPP has a number of ongoing workstreams which are the key focus in realigning community engagement effort to reflect the Audit report and to position the GCPP in advance of the Community Empowerment Bill passing into legislation in summer 2015. These workstreams include:

- the development of community platforms
- supporting and developing community councils
- aligning the relationship of Community Learning and Development to delivery of CPP priorities and the Single Outcome Agreement

6.9 In order to make swifter progress, maximise the opportunity for shared responsibility within the CPP and to better co-ordinate individual partner community engagement activity, a Short Life Working Group is being formed to fully specify the expected outcomes and processes before committing any expenditure to support delivery of agreed actions.

6.10 One key component of the proposed community engagement plans outlined above is the development of the capacity and capability of community councils. Work continues to develop effective strategic working relationships with the Community Council sector to make early progress on capacity building and enhanced communication and IT capacity to effectively market themselves and fully engage and represent their local communities.

6.11 Another key component is the work taking place to progress the three pilot ‘SOA Thriving Places’ initiatives. Local co-ordinating agencies have been identified for the respective areas. Discussions are taking place as part of the digital inclusion/literacy strand of the Future Cities programme on how Thriving Places might be included as part of the work stream, supporting the focussed intensive community dialogue approach underpinning the Thriving Places and Deliberative Dialogue approaches currently being developed.

6.12 The above funding arrangements will support the development of a strengthened community representative structure by reason of concentrating on capacity building and developing pilot approaches to Thriving Places, community budgeting and community asset transfer, key local priorities as well as key strands of the Community Empowerment Bill.

6.13 These approaches hold out the prospect of reaching a wider audience than previous arrangements, building on a well established and representative engagement structure via community councils and, through a clear
association at Area Partnership or 3 Sector CP level, has clear relationships with the new structures.

7. **Further Information**
7.1 Further information on the content of this report can be provided by the Partnership & Development team at Glasgow City Council on 0141 287 0060, or cpp@glasgow.gov.uk.