ANGUS COUNCIL welcomes the opportunity to submit evidence to the committee in relation to public sector reform as it affects local government in Scotland and its delivery partners. We have answered each of your questions in each of the three strands as follows:

**STRAND 1 – PARTNERSHIP AND OUTCOMES**

- **How could councils better integrate their partners into the process? How could the degree of commitment to the process amongst other community planning partners be improved? How can any legislative or administrative barriers that make partnership working more difficult be overcome?**

There are a number of considerations in relation to the above questions, however, it is fundamentally important to have the governance arrangements both at a national and local level in place to support partnership working. Within this context it is also important to be clear about the expectations for partnership and what it is they are intended to achieve. Furthermore, partnerships have evolved over time and while fundamentally are focused on very similar priorities, across Scotland there are currently different approaches to governance, partnership processes and the ongoing engagement with communities.

We believe that we have achieved good integration and partners are committed to partnership work. In Angus we have a main partnership board and public sector and third sector organisations are represented on that board. An SOA Implementation group is now in place which deals with the performance management arrangements on behalf of the Angus Community Planning Partnership to ensure that performance is being robustly monitored on an ongoing basis. The partnership also has a number of cross-cutting forward work programme area groups that consider cross-cutting issues such as resources, accommodation, data sharing and equalities. There are five thematic partnerships and local community planning takes place in each of the eight council wards. It is a complex environment and as such, partners are always looking for opportunities to improve the process.

Appendix 1 sets out the structure of the Angus Community Planning Partnership.

- **How can local authorities and their partners move further towards real, integrated working?**

The introduction of the outcomes approach within the single outcome agreement is now beginning to impact on individuals, families and communities. Specific areas such as the recently announced integration of health and social care will be a key feature of continuing to think through this outcomes approach. In doing so it will be important to continue to engage locally with both police and fire to ensure that the centralisation intended does not adversely impact on the delivery of outcomes locally.

There are currently many examples of effective partnership working across Scotland that are both real and integrated. In Angus for example we have had for some time integrated mental health teams. We do however recognise the need to continue to improve in relation to integrated working and there is of course both budget and improved quality of experience for the individual to be considered in this context.
• **What steps would facilitate the sharing of budgets in pursuit of shared outcomes?**

We made some comments in our response to the Finance Committee in 2011 with regard to sharing of budgets and provided evidence to the committee.

We are encouraged to note that there will be three change funds focused on older peoples services, early years and tackling on re-offending. The experience over the last year with the older peoples services change fund has helped to sharpen the focus on the delivery of health and social care outcomes and will also help to inform the integration of health and social care in Angus. We envisage a similar impact from the other two change fund processes.

This identification of ‘partnership’ resources with a strong link to an outcomes approach with national direction is helpful. At a local level we have begun to pilot a pooled youth fund which at this time essentially pulls together many separate funding streams for allocation related to meeting the outcomes expressed in our single outcome agreement. Our future intent would be to look more broadly and more fundamentally at partners’ core budgets although we are under no illusions of the difficulty of achieving such a pooled resource.

The pilot exercise undertaken by the Improvement Service in Fife has identified that a key issue in relation to thinking about outcome focused budgeting relates to current understanding of costs and traditional allocation of budgets against service rather than outcomes. Resources are currently allocated by service and it is important that the shifts over time towards outcomes.

• **How can the partners further improve on the progress that has been made and overcome the remaining challenges on engaging communities and voluntary sector organisations in the process?**

In Angus there has been a focus on engaging communities in partnership working from the outset. Local area partnerships are in place in burghs and a local community planning resource team has been established that brings together local community planning officers with community learning and development capacity building staff and tenants participation staff with a view to enhancing those arrangements. The Angus Community Planning Partnership has agreed local community plans for each of the burghs and elected members have been engaged in the local community planning arrangements within their wards.

One of the key challenges that remains is aligning our thematic partnership approach with our local geographic community planning approach. There are ongoing tensions in this work and every opportunity is taken to align both thematic and local community planning towards the delivery of better outcomes for individuals, families and communities.

Both the voluntary sector and volunteering sector have been represented on the Angus Community Planning Partnership for many years. However ongoing challenges remain in relation to the development of an effective third sector interface. It is now intended to form a single third sector organisation to progress the interface in future. This could be further enhanced by the establishment of a local third sector forum both informing and gaining intelligence from the interface organisation.

• **How can the community planning arrangements be adapted and developed to promote outcomes-based and preventative approaches?**

We believe that the approach we have developed in Angus is outcome-based and as per our submission to the Finance Committee in 2011 we would again note that there are many preventative approaches already underway in Angus. A number of case studies were
prepared for the submission to the Finance Committee who were seeking evidence on preventative spending and these are attached at Appendix 2 for your information.

Over the last few years we have reduced our partnership priorities and thematic groups and are clearer on the strategic local outcomes that we wish to deliver in Angus.

Last year the partnership developed a new community plan and single outcome agreement which not only focuses on measurement but also on action. A copy is attached.

- How is the work of delivery on SOA outcomes managed, co-ordinated and driven through the various community partnership structures and agreements? How could single outcome agreements be improved to deliver on community planning targets?

Appendix 1 sets out the current partnership structure in Angus.

As previously mentioned aligning the community plan and single outcome agreement has helped to identify the strategic outcomes and indicators with identified targets.

The purpose of the single outcome agreement is to assist in the delivery of improved outcomes for individual families and communities in Angus. In each of our five thematic areas we have identified both local outcomes and the national outcomes that they relate to within the community plan and single outcome agreement. This is further drilled down through Angus Council’s corporate plan which identifies the areas the council contributes to the delivery of outcomes.

- How could local authorities and other public bodies contribute more towards influencing and improving outcomes in their area?

We believe that a greater concentration on prevention is a positive aspiration and the redirection of resources to enable enhanced partnership work through a change model of service redesign is helpful.

The alignment of outcomes with the efficiency agenda highlighted in the spending review and the government’s response to Christie will significantly improve the delivery of outcomes by further integrating council business processes with an outcomes approach.

- How can arrangements, processes and accountability be improved?

With council elections imminent there is an opportunity for the new councils to consider the alignment of their own governance arrangements to build a closer fit with partnership governance arrangements. The need to establish an integrated partnership for health and social care will potentially act as a catalyst. We would also wish to ensure that whatever the new arrangements following the police and fire reform, that there continues to be partnership engagement and accountability at the local level.

STRAND 2 – BENCHMARKING AND PERFORMANCE MANAGEMENT

- What are the main challenges (cultural, technical, geographic or other) in developing performance measurement and benchmarking systems for local authorities across Scotland

There are various challenges to be overcome in this regard:
- The view that we should only be measuring if we can achieve 100% accuracy and consistency.
- Reluctance to share and publish data due to negative reporting by media, league tables with no contextual information.
- Delay in reporting, meaning information when reported is out of date.
- Difficulty in identifying quality outcome measures.
- Ensuring local data can be derived from national data.
- Political attraction of input indicators.
- Lack of standardisation of approach – too many interests.

- To what extent has the work undertaken over the last two years by the Improvement Service, SOLACE and others contributed to developing a common approach to benchmarking across Scotland’s local authorities?

This work has the potential to make a positive contribution to developing a common approach to benchmarking across councils. However it is important that the work is completed as soon as possible to enable the benefits to be realised. It is also important to view the work to date as an evolutionary process as it is considered that further indicators need to be developed to ensure a better balance and links between cost indicators and outcomes. It is also considered that the proposals in regard to benchmarking families may need to be refined in light of experience.

- What technical or other resources are needed to continue and complete the development of recent work on benchmarking?

This council is not actively involved in developing this initiative and accordingly cannot directly respond to this question. However the currently ongoing work, to develop a national scrutiny portal for local government which will enable councils to post information and data including performance information in a standard manner is an innovation which has the potential to support benchmarking and support should be provided to ensure that this work can be completed and that all councils have access to and use the portal.

- To what extent can the developing work on benchmarking be extended across community planning partnerships? How can data derived from benchmarking influence the future direction of community planning and the content of future SOAs?

Individual partners as organisations all participate in benchmarking activities and in principle there is no reason why this cannot be extended to partnerships. Indeed partnerships already do participate and have access to a common set of indicators. It is important to recognise however that each partnership operates within a local context and performance will reflect local priorities.

- How can the development of benchmarking help improve the performance of local authorities in Scotland?

Benchmarking is a well recognised tool by which to compare and measure performance. It enables comparison with the best and informs areas for improvement, it has the potential to raise performance.

- Should the Scottish Government have a role in providing national impetus to the development of benchmarking and performance measurement?
The Scottish Government can play a major role in the development and promotion of benchmarking and performance management by:

- ensuring co-ordination between, and management of direction from, government departments.
- promoting the use of data which measures outcomes rather than inputs.
- ensuring national data is reported on on a timely basis.
- ensuring national data can be disaggregated to local level and that in doing so it remains representative.
- ensuring more qualitative national data.
- promoting the creation of a common comprehensive set of output indicators.

**STRAND 3 DEVELOPING NEW WAY OF DELIVERING SERVICES**

- *How can cultural and organisational change be promoted to ensure that local authorities and community planning partners are able to work together to develop the kind of integrated services that are aspired to by local communities?*

Any cultural or organisational change needs to concentrate on improving outcomes.

This requires leadership, support and understanding at both a national and local level.

Leadership provides the vision – we need to be clear on exactly what it is we want to achieve and we need to plan how we will get there. This may require making key decisions on budget allocations and may require stopping some existing provision to enable resources to be redirected. This will require an acknowledgement from politicians at both national and local level to make decisions for the long term rather than for short term political reasons. For example, we now have a 20 year plan for the development of supported accommodation in Angus to align with a new model of care for older people.

Moving to preventative spend may require additional resources to be invested before the benefits can be realised. This requires the support of partners to shift spend and also national support in the form of additional resources through eg change fund. National support would also be useful in highlighting/ co-ordinating practices which work in other areas.

There needs to be an understanding that organisational change is not necessarily the answer but if it is then it needs to be for local partners to determine based on how they best feel they can improve outcomes. Concentration at a national level also needs to be on measuring outcomes rather than inputs.

There also needs to be an understanding that it takes time to achieve improved outcomes, although we are beginning to build up trend information and our strategic evidence base to inform plans, and understand impact better.

- *How can tensions between shared services creating savings through potential reductions in the number of staff involved and the economic impact brought about by any resulting job losses be resolved?*

This tension is one which has contributed to a lack of success of shared service initiatives within Scotland. It is a particularly real tension, and one which it is considered cannot be readily resolved at a time when due to economic conditions, unemployment is rising and new jobs are not being established within communities. There are no easy answers but moving the focus towards improving outcomes through prevention and integration is the preferable
option for councils and their partners at this time. The spending review and the government’s response to Christie has recognised the need to bring what have essentially been two wholly different workstreams closer together – efficiencies with outcomes and it is hoped this will result in a new approach over time.

- **How can any legislative or institutional barriers to developing shared and innovative service delivery models to their full potential be overcome?**

  Whilst national leadership and support is to be welcomed it is important to recognise that councils and their planning partners could not merely be seen as local service providers. Whilst the Duty of Best Value and Community Planning should be extended to all in the public sector, councils and partners need to be allowed to develop approaches to address their own particular priorities and outcomes and need to work at a local level to overcome barriers. TUPE is of course a legislative barrier to integration of workforces.

- **Is there scope for further national shared services along the lines of the shared recruitment portal for local authorities, ‘myjobscotland’?**

  The national recruitment portal is an excellent example of a shared service across councils, a service which was driven by councils themselves. Opportunities for similar services should always be sought and the public sector notices portal is another excellent example. It is disappointing that Scottish Government has not introduced legislation which would enable the full benefits of this portal to be realised.

- **What can be learned from elsewhere, for example from initiatives such as the Nottingham Early Intervention City or the Birmingham Total Place pilot?**

  There are always lessons to be learned from any project or pilot and the Total Place model adopted in some areas in England is no different.

  One of the key learning areas to a place based approach working with communities and in some instances communities leading change for themselves is the strong evidence that this can impact on behavioural change, building capacity within communities to improve outcomes.

  The focus on the cross-cutting issue of vulnerable families taken by Birmingham has attracted attention in terms of potential savings to be made through early intervention and a focus on prevention.

  In Scotland our approach to partnership working is different and supports the development of these kinds of initiatives, Again, the identification of local need is important in this regard with targeted intervention from government to support this. The review of community planning should provide some guidance on this.

  However, there is no one size fits all approach to delivering better outcomes with an ongoing tension between thematic and local place based interventions and we need both.

- **How can innovative delivery methods for services and collaborative arrangements (as mentioned, for example, in the Christie Commission Report) help to improve outcomes and tackle embedded social problems focused in defined geographical areas?**

  There are many ways in which services can be delivered differently to improve outcomes.
Some of these will require collaborative arrangements, some not, but the emphasis should certainly be on improving outcomes rather than on structural change.

It is important to recognise that there is no one size fits all solution and councils, partners and communities must be allowed to develop their own solutions to address their own priorities. In doing so however they should have access to some form of national intelligence base through which they can learn from approaches adopted elsewhere.

Councils and partners also need to be given time to develop approaches and it must be accepted that it will take time for any change to have a demonstrable affect on all of our outcomes.

- **What scope is there for developing ways of delivering services, such as the personalisation of care, in order to mitigate the effects of shrinking resources while also promoting improved standards of care?**

Planning partnerships and single outcome agreements are aimed at improving outcomes for communities and individuals and in taking this agenda forward services will be developed and delivered in different ways.

One example within Angus is the implementation of our enablement model through which we are already starting to improve standards of care in the county.

This move towards preventative spend can also be extended to other services but it does require upfront initial additional resources eg change fund and it does take time to realise the results of preventative spending initiatives as resources at the ‘other end’ cannot be withdrawn until the prevention spending measures are having an impact.
## Name of Case Study: Polypharmacy

### Brief outline of case study:

Polypharmacy is the concurrent use of multiple medications by a single patient. This area of investment focuses on a roll out of polypharmacy reviews across each locality in Angus. The funding has been identified from the change fund and will be used to backfill GP and administration time to enable a programme of medication reviews to be undertaken. This will build on an existing test of change undertaken in Angus.

### Contribution to SOA Outcomes:

- NO 6 - We live longer, healthier lives
- NO 15 - Our public services are high quality, continually improving, efficient and responsive to local people’s needs

### Description of activity:

A programme of medicine reviews will be undertaken with a view to reducing the number of unnecessary repeat prescriptions. The programme will monitor:

- the number of patients seen within each locality by medicine for the elderly assessment service;
- the total number of medications stopped within the polypharmacy clinic; and
- the cost savings as a result of the polypharmacy clinic.

### Impact:

Following the test of change it was identified that:

- 17.1% of over 75s were on 12 or more repeat prescriptions;
- there was an average of 2.4 medications reduction in patients reviewed; and
- a total of 181 medications were stopped in the 77 patients reviewed.

Based on cost savings from test of change it is estimated that in 2011/12 an overall saving of £5.9k will be achieved with a recurring prescribing saving of approximately £40k from 2012/13.

### Good Practice:

The test of change showed that here were high levels of patient satisfaction with 90% of patients finding the review helpful and 79% of individuals having a better understanding of their medications. 27% of patients reported that they felt better as a result of the medication review.

Larsen and Martin (1999) suggest that the likelihood of an adverse reaction to medication is correlated with the number of medications an individual takes. Furthermore, it is estimated that 20-25% of hospital admissions in the over 65s are related to medicines. Therefore in addition to the cost savings from reducing the number of unnecessary repeat prescriptions, there is likely to be additional cost savings in relation to community alarm call outs and hospital admissions.
Name of Case Study: Healthy Happy Communities Project

Brief outline of case study:

NHS Tayside’s Healthy Equity Strategy commits to improving health inequalities by understanding and improving community resilience. One of the key themes is to address inequalities in the early years.

The Healthy Happy Communities Project (HHCP) model which relies on co-production between professionals and communities was developed by Unique Improvements, Liverpool. It has already been successfully used in P&K in the Falls Project and Angus with Focus on Alcohol.

This model is now being used, along with social marketing techniques and an asset approach to increase community capacity, build social capital and equip communities with additional skills and knowledge in relation to nutrition in the early years. This is supported through CEL 36 funding.

Contribution to SOA Outcomes:

NO 6 - We live longer, healthier lives
NO 7 - We have tackled the significant inequalities in Scottish society
NO 11 - We have strong, resilient and supportive communities where people take responsibility for their own actions

Description of activity:

Areas of highest socio-economic disadvantage were targeted for the project in Angus. The HHCP Project Manager has worked with communities to support them to set up the following initiatives:

- **Cooking Together** - a peer support programme for young parents and children to learn how to cook together. Cooking Sessions are being delivered to women of child-bearing age in Arbroath, Brechin and Kirriemuir and six peer supporters attend Angus College accommodation on a weekly basis. Referrals are taken from Health Visitors and Family Support Centres.

- **Healthy Start Café** - a peer support group in Forfar which looks at a wide range of nutritional issues including breastfeeding.

- **Community Allotment Project** – community allotments in Arbroath to develop knowledge of health and nutrition particularly for young families and women of childbearing age.

Impact:

The project is anticipated to:
- improve the nutrition of women of child-bearing age, pregnant women and children under the age of five in the most disadvantaged areas;
- improve the nutrition of other families and young people in the most disadvantaged areas;
- increase the uptake of Healthy Start;
- increase the number of women still breastfeeding at 6-8 weeks; and
- train workers, volunteers and community members who are involved in the care of under 5s, on good nutritional health.

Good Practice:

As of March 2011, the allotment project has recruited 12 community volunteers with an additional 10 young people and 80 children and parents actively involved. 10 volunteers have received training to deliver nutritional training to individuals and communities in Brechin and Arbroath. And the Healthy Start Café has recruited 1 volunteer and is attended by 18 mums and babies weekly.
**Name of Case Study: Antisocial Behaviour – Partnership in Action**

**Brief outline of case study:**

A significant antisocial behaviour problem was identified in a specific area of a town in Angus where a group of individuals were intimidating, harassing and threatening residents of non-British nationality, subjecting persons to racist abuse, housebreaking, stealing property, vandalising property and holding frequent excessively noisy parties where alcohol and illegal drugs were being abused.

The area has a high number of voids, is low demand and takes up a disproportionate amount of the town’s entire Housing repair budget. Antisocial behaviour is a significant problem, particularly vandalism and noise nuisance.

Resources were deployed by Angus Council and Tayside Police to work with victims and the wider community to change attitudes and behaviour in order to make the area safe, secure and sustainable.

**Contribution to SOA Outcomes:**

7 - We have tackled the significant inequalities in Scottish society  
9 - We live our lives safe from crime, disorder and danger  
11 - We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others

**Resources and Activities:**

Through collaborative working, the following actions were undertaken:

- Dedicated foot patrols by Community Wardens and police Community Liaison Officers  
- Proactive work by the Anti-Social Behaviour Investigations Unit and housing staff  
- Deployment of overt public space CCTV  
- Provision of translation services  
- Provision of victim support services  
- Provision of a community flat  
- Establishment of a residents group

**Impact:**

The proactive deployment of resources on a multi-agency basis has resulted in a number of positive outcomes:

- Increase in revenue for Angus Council - 30 previously unoccupied and void flats now tenanted with revenue of over £61,000 per year in rent  
- Reduction in tenancy turnover - 41.4% as on previous year  
- Reduction in unplanned maintenance costs - fewer vandalisms/house breakings  
- Reduction in staff costs - less hours spent on management of void tenancies, antisocial behaviour investigation and repairing damaged properties  
- Reduction in ASB Complaints - 83% compared to previous year  
- Reduction in vandalism - 54% comparative to previous year

**Good Practice:**

The approach taken was the first in Scotland which allowed people from ethnic minority backgrounds to record incidences of antisocial behaviour in their own language. This has been picked up as best practice by the national Antisocial Behaviour Officers Forum.

The initiative also received a Safer Communities Award for Equalities and Diversity.
**Name of Case Study:** Youth Diversion – Friday Nite Project

**Brief Outline of Case Study:**

This partnership project aims to provide regular activity on a Friday night to provide positive alternatives for young people in their local area at a key time in the week when the consumption of alcohol takes place. A range of partner agencies contribute to the project, including Angus Council, Tayside Police, Tayside Fire & Rescue, Tayside Council on Alcohol (TCA), Volunteer Centre Angus (VCA), Focus on Alcohol and local community groups.

Young people attending the project are now becoming more involved with the development and delivery of the some of the social and educational activities on offer. In Arbroath, the project attracts an average of 140 young people every Friday night and feedback indicates that young people are drinking less and incidents of anti-social behaviour in the local community has reduced.

The total cost of running a Friday Nite project is approximately £15,000 per year (including hire of facilities and staff costs). Savings in terms of a reduction in youth offending could be substantial based on research by the Princes Trust who estimated the cost of one youth crime being over £5,000.

**Contribution to SOA Outcomes:**

- **4** - Our young people are successful learners, confident individuals, effective contributors and responsible citizens
- **9** - We live our lives safe from crime, disorder and danger
- **11** - We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others

**Resources and Activities:**

- Use of leisure facilities and leisure centre staff
- Open youth work provision by Community Learning and Development staff
- Dedicated time provided by Police Community Liaison Officers and Fire & Rescue Officers
- 1 to 1 and group work sessions provided by staff from TCA
- Recruitment, support and training of young volunteers provided by VCA
- Inputs from local businesses and other voluntary organisations to enhance the range of activities on offer
- Information packs and social media provided

**Impact:**

The project has made a significant contribution to improving outcomes for young people and the local community. Specific improvements in relation to the Arbroath Friday Nite Project include:

- Changing behaviours and attitudes of young people – less under-age drinking
- Overall reduction in Youth Causing Annoyance complaints in the local area - 43% over the past 2 years
- Reduction in Youth Causing Annoyance complaints on a Friday night in the local area - 51% over the past 2 years
- Reduction in incidents of Vandalism in the local area - 31% over the past 2 years
- Increased awareness of the effects of misusing alcohol and drugs
- Increased awareness of personal and home safety (including fire safety)

**Good Practice:**

Other towns in Angus have developed similar Friday Nite projects based on the success of Arbroath project. At a national level, it is recognised that the contribution made by young people, local communities and partner agencies has been vital in achieving change.
Name of Case Study: Just Play – Getting it Right for Early Years

Brief Outline of Case Study:

‘Just Play’ – Getting It Right for our very youngest children in Angus is a 3 year pilot partnership project, led jointly by Tayside Police and Angus Council, focussed on play activity for 0-3 year olds and their families who live in deprived or vulnerable situations. The project has been developed in the context of the Early Years Framework and Getting It Right (GIR) agendas, with a particular emphasis on prevention and early intervention. The project has £350,000 funding from Cashback for Communities grant.

A focussed investment in purposeful play activities in the early years will ultimately reduce costs associated with young people, who grow up in very difficult and chaotic circumstances, going on to participate in negative lifestyles, affected by crime and alcohol and drugs misuse.

Contribution to SOA Outcomes:

4 - Our young people are successful learners, confident individuals, effective contributors and responsible citizens
5 - Our children have the best start in life and are ready to succeed
7 - We have tackled the significant inequalities in Scottish society
9 - We live our lives safe from crime, disorder and danger
11 - We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others

Resources and Activities:

The project will deliver services to support families through:

- Dedicated staff to coordinate and manage the project
- Dedicated staff to provide training and workforce development across statutory agencies and the third sector
- Dedicated practitioners to work with families and young children
- Monitor and evaluate outcomes at an individual and whole population level to assess impact
- Share and promote good practice across Scotland

Impact:

The key aims of the project are to:

- increase children’s and parents’ social skills, confidence and self-esteem through a range of opportunities which build on the principles of play and early intervention
- reduce the risk-taking behaviour of young people born into areas of deprivation or vulnerability, thus reducing later instances of offending, drug and alcohol misuse and other risk-taking activity
- provide continuing professional development opportunities, focused on play, for members of the early years and childcare workforce across Angus, thereby building capacity among existing staff and agencies
- raise awareness of the benefits of play, especially when used as a tool to improve outcomes for young children
- raise the aspirations and confidence levels of children and parents
- work collaboratively with services and agencies to ensure a coherent approach to securing positive outcomes for children and families

Good Practice:

Monitoring reports will be provided on a regular basis to national CashBack for Communities Delivery Team. In addition good practice will be shared via the Cashback Academy.

Link to:

ANGUS COMMUNITY PLAN AND SINGLE OUTCOME AGREEMENT 2011 – 2014
(Revised January 2012)