Community planning: an initial review

AUDIT SCOTLAND

Contents

Summary

Background

1. Community planning is the process through which public sector organisations work together and with local communities, the business and voluntary sectors, to identify and solve local problems, improve services and share resources.

2. The Local Government in Scotland Act 2003 (the Act) provides the statutory basis for community planning. It requires local authorities to initiate and facilitate community planning, and NHS boards, the enterprise networks, the police, and the fire and rescue services to participate. Regional Transport Partnerships (RTPs) are now also required to participate. Other public bodies, voluntary organisations, community groups and business organisations should also be involved.

3. The aims of community planning are to promote:

- **community engagement** – making sure people and communities are genuinely engaged in the decisions made on the public services which affect them

- **joint working** – organisations working together to provide better public services.

4. Community planning should support:

- **rationalisation** – community planning should be the over-arching partnership framework, helping to coordinate other initiatives and partnerships and rationalise a cluttered landscape

- **connection between local and national priorities** – providing a mechanism to balance national priorities and those at regional, local and neighbourhood levels.

5. Community planning is a long-term process and it will take time to achieve improvements in some areas. It is too soon to find much evidence about the effectiveness of individual community planning partnerships (CPPs) in improving public services in their area.

6. In this report we review:

- the national context within which community planning operates

- local arrangements for community planning

- planning and performance management in CPPs.

Key findings

7. Community planning: the national picture.

- Public services in Scotland are delivered through a network of different organisations. Joint working among these organisations is well-established and widespread. When they work well together there can be real benefits to service users, communities and the organisations themselves. Community planning can add value to existing joint working by providing a local strategic framework and building a culture of co-operation and trust.

- However improving services through partnerships is difficult because organisations have different geographic boundaries, accountability and financial regulations. This limits the flexibility of some partners to respond to local needs and creates administrative difficulties.

- The lack of integration and prioritisation of the large number of national policy initiatives, and the fragmented nature of funding arrangements to support these, make it difficult for CPPs to achieve their potential in meeting local needs and create a further administrative burden.

- All CPPs operate in this complex policy and organisational environment. Some demonstrate real commitment and willingness to work around the problems, but in others these difficulties seem to impede progress.

- In order to help community planning achieve the potential envisaged in the legislation, partner organisations and the Scottish Executive need to agree priorities for community planning.

8. Community planning: the local picture.

- While most CPPs have broadly similar structures, there is wide variation in the size and membership of CPP boards and theme groups. All statutory partners are engaged at a senior level. The way the board operates influences the effectiveness of the CPP.

- Community engagement is progressing but it needs to be more sustained and systematic. The introduction of National Standards for Community Engagement[1] provides an opportunity for CPPs to improve the consistency and effectiveness of community engagement.

- The role of elected members in community planning is particularly challenging. Their participation in CPPs is uneven and in some places minimal.

- CPPs have developed highly complex structures to accommodate the large number of policy and service areas covered and the many organisations and groups which need to participate. Community planning has not helped to rationalise the number or complexity of partnerships in any significant way.

9. Planning and performance management.

- Community planning is a complex process and CPPs are improving their use of information to inform their planning. However the quality of community plans varies and the links between community plans and partner organisations' corporate plans are generally weak.

- CPPs are improving their use of performance indicators, but progress has been slow and performance management and reporting arrangements could be further developed. CPPs need to move on from developing processes to demonstrate the impact they are having on services and the well-being of local communities, and whether the benefits justify the added costs.

- The governance of CPPs needs to be improved through clarifying their accountability arrangements and developing more effective scrutiny and risk management.

10. The report includes recommendations for action by the Scottish Executive, partner organisations and CPPs themselves. We have also developed an evaluation framework to help CPPs and partner organisations improve the effectiveness of their community planning.

About the study

11. Evidence for our findings has been drawn primarily from interviews with staff involved in community planning across a range of organisations in ten partnership areas, and with officials in the Scottish Executive and other national bodies. This qualitative work was supported by a survey of all 32 CPPs. In three further areas we analysed the management costs associated with community planning. We also examined current community plans and reviewed information from other audit work, including Best Value audits.

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1   *National Standards for Community Engagement*, Communities Scotland, June 2005.

Part 1. Introduction

Background

12. Community planning is the process through which public sector organisations work together and with local communities, the business and the voluntary sectors, to identify and solve local problems, improve services and share resources.

13. The Local Government in Scotland Act 2003 (the Act) provides the statutory basis for community planning. It requires local authorities to initiate and facilitate community planning, and NHS boards, the enterprise networks, the police, the fire and rescue services, and Strathclyde Passenger Transport Authority (now the Strathclyde Partnership for Transport) to participate in the process. The 2005 Transport (Scotland) Act also requires the other statutory RTPs to participate. Scottish ministers (through the Scottish Executive and its agencies) have a duty to promote and encourage community planning.

14. Other public, private and community bodies should also be invited to participate in community planning, including the voluntary sector, community groups, businesses and business organisations.

15. The statutory guidance accompanying the legislation identifies two aims for community planning:[2]

- Community engagement – making sure people and communities are genuinely engaged in the decisions made on the public services which affect them.

- Joint working – a commitment from organisations to work together in providing better public services.

16. These aims are supported by two further principles:

- Rationalisation – community planning should be the over-arching partnership framework, helping to coordinate other initiatives and partnerships and where necessary, acting to rationalise a cluttered landscape.

- Connecting local and national priorities – community planning should provide a mechanism to balance national priorities and those at regional, local and neighbourhood levels.

17. This report reviews the early progress made by Scotland's 32 CPPs since the Act was introduced.

18. Community planning is a long-term process and it will take time to achieve improvements in some areas. It is too soon to find much evidence about the effectiveness of individual CPPs in improving public

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2   *The Local Government in Scotland Act 2003. Community Planning Statutory Guidance,* Scottish Executive, 2004.

services in their area. We have therefore concentrated on reviewing the processes put in place to deliver community planning, and how CPPs plan to monitor their progress in future. We have developed an evaluation framework, based on our findings, as a starting point for assessing the performance of individual CPPs in future.

19. The Accounts Commission arranges audits of Best Value and Community Planning of individual councils and has a statutory duty to direct councils, police and fire authorities to publish information to help draw conclusions in relation to community planning. Our findings will inform the Accounts Commission's work in this area.

20. Audit Scotland undertook this study on behalf of the Accounts Commission and the Auditor General for Scotland. The findings in this report are drawn primarily from extensive interviews with community planning partners (statutory and non-statutory) in ten partnership areas and with officials in the Scottish Executive and other national organisations involved in community planning. This qualitative work was supported by a survey of all 32 CPPs and their main thematic groups. We also reviewed information from other audit work, including Best Value audits, and analysed the management costs associated with community planning in three further areas.

21. The rest of this report covers:

- the national picture (Part 2, page 6)

- the local picture (Part 3, page 14)

- planning and performance management (Part 4, page 22)

- an agenda for action listing our recommendations (Part 5, page 34).

Part 2. Community planning: the national picture

Key messages

- Community planning can add value to existing joint working by providing a local strategic framework and building co-operation and trust.

- Improving services through partnerships is difficult because organisations have different geographic boundaries, accountability and financial regulations. This limits the flexibility of some partners to respond to local needs and creates administrative difficulties.

- The lack of integration and prioritisation of the large number of national policy initiatives, and the fragmented nature of funding arrangements to support these, make it difficult for CPPs to achieve their potential in meeting local needs and create a further administrative burden.

- All CPPs operate in this complex policy and organisational environment. Some demonstrate real commitment and willingness to work around the problems. In others these difficulties seem to impede progress.

- In order to help community planning achieve the potential envisaged in the legislation, partner organisations and the Scottish Executive need to agree priorities for community planning.

Community planning can add value to existing joint working by providing a local strategic framework and building co-operation and trust

22. Public services in Scotland are delivered through a network of different organisations. Joint working among these organisations is well-established and widespread, covering many activities including joint planning and delivery of services, joint initiatives, shared premises and information sharing networks. Many of our most important public services are characterised by joint working. For example, community care involving health boards, councils and the voluntary sector; joint approaches to regeneration between councils, enterprise companies and the private sector; and community safety developments involving police and a range of other organisations. All of these developments and others were already under way to a greater or lesser extent before the 2003 Act which introduced a statutory duty for community planning.

23. When organisations work well together locally there can be real benefits to service users, communities and the organisations themselves (Exhibit 1).

Exhibit 1
Community planning can bring benefits to individuals, communities and organisations

Community planning initiatives can help to change people's lives...

"The biggest problem was a great deal of apathy. But now a lot more people take an interest because there are visible results, such as the community buses scheme, which has touched so many lives in this area, more than anything else."

"I am really excited about being presented with my certificate. My confidence has really increased through working at Café Mistura and gaining a recognised qualification. New trainees now ask me for advice and it is a tremendous feeling to be in a position to give them support".[3]

"It has broadened my outlook on some of the issues within the community. It also heartens me when (plans) are approved and carried out".

"The work with the 50plus project has opened up a new aspect for me and it's opened up a new way of life and new thinking. Things don't look so bleak any more, there's a way forward and there's learning".

...and bring wider benefits

Participants in the Stranraer Waterfront Development identified the following benefits of working together:

- Better communication across the public sector agencies involved.

- Shared learning in the management of large-scale projects.

- Efficient project delivery.

- Wider discussion and identification of the development opportunities arising from the project.

- A collective approach to monitoring and evaluation.

- An assurance that opportunities are not being missed.

- A general feeling among those involved that they had achieved the best possible result through working in partnership.

Source: Audit Scotland

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3   *Progress Report,* Capability Scotland and West Lothian CPP, 2004. Café Mistura provides work experience and training for people with learning disabilities. It is provided by a partnership of Capability Scotland, West Lothian College and Intowork West Lothian.

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24. The community planning legislation was intended to improve joint working. The evidence from our case studies suggests that in some areas the community planning process is adding value to existing joint work by:

- building a shared, strategic framework for services across the area that focuses on the full range of needs in the community

- bringing together organisations that had not previously worked together and identifying areas where joint working could improve services to local communities

- increasing understanding among partners of the services they deliver, the challenges they face, and their ways of working.

25. The process of sharing information and agreeing priorities can be a valuable mechanism for building trust and understanding among partners. It can lead to fundamental changes in the way CPP board members view their role in the community planning process. One board member commented: *"at the first meetings of the CPP, I felt I was there to represent my organisation, but now I think about how my organisation can help this community"*. Exhibit 2 illustrates the commitment from some of our case study areas to the potential for community planning to improve community well-being and public services.

26. However in some areas these aspirations for community planning are not being met. We found a number of partners frustrated by both the complex public sector environment that community planning has to operate in and the lack of clarity over what community planning should be delivering.

Different boundaries, accountabilities and financial regulations in partner organisations make community planning and joint working difficult

27. The organisation of local authorities and their community planning partners creates challenges for CPPs because:

- the operational boundaries of statutory partners usually differ from those of the local authority, causing delay in decision-making and additional bureaucracy

- partner organisations have different accountabilities, requiring complex negotiations and limiting their flexibility to respond to local needs

- partner organisations have different financial regulations and ways of working, limiting the control of resources by CPPs and creating an administrative burden.

Different boundaries

28. In only two local authority areas (Dumfries & Galloway and Fife) do community planning statutory partners have broadly similar boundaries. In four others (Scottish Borders and the three island councils) the local authorities share some boundaries with their statutory partners. Similar boundaries are seen as a real advantage by all the partners involved.

29. Other parts of Scotland face more complex arrangements. For example, Strathclyde Police is a partner in 12 CPPs; between them, those 12 partnerships encompass five Local Enterprise Companies (LECs) and four NHS boards, one of which is NHS Greater Glasgow. NHS Greater Glasgow itself spans four LECs, is a partner in six CPPs, and is likely to develop eight Community Health Partnerships (CHPs).

30. Boundary issues are seen as a main barrier to progress in a third of all CPPs. Statutory partners involved in more than one CPP (ie, some police and fire services, NHS boards, enterprise networks, and RTPs) face particular challenges. For example:

- the organisation needs to integrate the range of local priorities emerging from each CPP into its own corporate strategy. There is potential for conflict between priorities agreed by different CPPs with the organisation's own corporate priorities or with targets set for the organisation by the Scottish Executive. Accommodating differing local priorities within one organisation may require local or national negotiation, leading to lengthy decision-making

- the organisation has to make decisions on how to allocate resources between its constituent CPPs, and balance those decisions with other spending priorities relating to national priorities

- demands on senior managers in preparing for and attending all the different CPP meetings in their area can be considerable.

Different accountabilities

31. Local authorities and statutory partners have different accountability arrangements. Local authorities, fire and rescue authorities and RTPs are accountable to locally elected members (and ultimately accountable to the community through elected members). NHS boards, Scottish Enterprise and Highlands & Islands Enterprise are accountable through Scottish ministers to the Scottish Parliament. Responsibility for the police service is shared between the local authority, the Scottish Executive and the chief

Exhibit 2
Some leaders within the organisations we visited demonstrated a high level of commitment to community planning

"Community planning is about keeping the whole of the community alive." Rural council leader.

"Community planning is central to our ability to improve people's health and address inequalities." Chief executive, NHS board.

"We know from experience that working together like this can make a real difference to the health and well-being of individuals and communities." Chairman, NHS board.

"Community planning is changing the mindset of partners." Urban council leader.

"If community planning didn't exist it would have to be reinvented. Joint working in today's public sector is a necessity." Council leader.

"The key benefit is the opportunity to understand each others' agendas and bring together different capabilities." Senior director, Scottish Enterprise.

Source: Audit Scotland

constable. These differences in accountability have practical implications for how CPPs function and can create tensions between community planning partners.

32. Many community planning partners have to respond to national priorities but some are more strongly tied to nationally set targets or have regional responsibilities which limit their flexibility to adjust to local needs. For example:

- LECs offer funding and staff time to help deliver community planning priorities which support national[4] targets, but have limited resources for supporting local needs not directly linked to national priorities. This can lead to inconsistencies in contributions to constituent CPPs. For example, Scottish Enterprise Edinburgh and Lothian is currently progressing major projects such as the Alba Centre at Livingston, and the Waterfront and the Edinburgh Science Triangle in Edinburgh. The organisation is therefore more active in the West Lothian and Edinburgh areas than in Midlothian or East Lothian

- NHS boards are set national targets by Scottish ministers, which may take priority over spending on local priorities.

33. There is also variation in the extent to which senior managers in different organisations have delegated authority over the use of resources to meet local needs, and variation in the extent to which they exercise this authority.

Different financial arrangements
34. Partnership working is also complicated by different financial regulations and reporting arrangements among partners. For example:

- partners have different practices for financial reporting and may use different definitions to cost activities

- partners have different requirements and methods for reporting performance

- some partner organisations cannot carry funds over from one year to the next, while others have more flexibility

- local authorities can recover VAT but the ability of NHS organisations to do this is limited.

35. These different financial arrangements can cause an administrative burden on partner organisations in developing joint working. For example, there has been considerable progress in recent years in different organisations sharing premises to improve access to front line services and deliver efficiency savings. However, sharing premises can bring financial complications:

- It is difficult to account for owning just part of a building on a balance sheet.

4   Set out in *Smart, Successful Scotland*, Scottish Executive, 2001.

- Partners have different practices with regard to insuring buildings – for example the NHS does not insure buildings while some local authorities do – and this can mean different design standards.

- Staff working alongside each other and doing similar jobs may have very different terms and conditions of employment.

36. Some of these issues are being considered by the Scottish Executive as part of the public service reform agenda, but they will take time to resolve.

37. Community planning legislation has provided a statutory framework to help partner organisations tackle these challenges. The legislation provides for CPPs to become incorporated into independent legal entities if they wish, subject to parliamentary approval. This would enable a CPP to develop its own accountability arrangements and would help to overcome some of the difficulties posed by different accountability regimes. We found little enthusiasm for formal incorporation in the CPPs we visited. Some partners are concerned that it might lead to a loss of control, while others are concerned about losing their focus on other priority areas of work.

38. Recently, however, the Glasgow Community Planning Partnership established Glasgow Community Planning Ltd as a separate organisation to facilitate the delivery of local community planning priorities, in particular those concerned with regeneration. Glasgow CP Ltd is not an incorporated CPP under the terms of the Act. It is an independent organisation reporting to Glasgow's

CPP and funded by contributions from partner organisations (Exhibit 3). This is designed to overcome some of the organisational barriers outlined in previous paragraphs. The company was established too recently for us to review this approach for our study, but it provides an innovative model for the future.

The wide range of national policy initiatives and their lack of integration and prioritisation make it difficult for CPPs to achieve their potential in meeting local needs

39. The Scottish Executive has a wide-ranging and ambitious policy portfolio aimed at improving the lives of the people of Scotland and delivering better public services.[5] Many of these policies require partner organisations to work together. The Executive uses a range of mechanisms to deliver its policy agenda, including:

- requiring local strategies to be developed in support of specific policy initiatives

- ring-fencing funding to support priority policy objectives

- setting targets for partner organisations.

40. The statutory guidance on community planning places a number of duties on Scottish ministers. This includes developing mechanisms within the Executive and its agencies to ensure that they are joined up in:

- developing policies and performance frameworks and indicators

- communicating to agencies and community planning partnerships the means of delivering these policies, whether this is through

strategies and plans, sponsorship of its NDPBs, or specific projects, funds and initiatives.[6]

41. However there is a lack of integration and prioritisation between different policy areas. Many national policy initiatives require local strategies to be developed, sometimes in support of funding applications. For example, The Highland Council has estimated that 29 separate plans and strategies are required for different Scottish Executive departments, many of which require input from its community planning partners.

42. The Scottish Executive may also require local strategies in one policy area to be linked with other local strategies. For example, Executive guidance on the Antisocial Behaviour Strategy lists 11 other local strategies which should be taken into account (Exhibit 4).

43. By acknowledging these links to other strategies, the Executive's guidance on antisocial behaviour is endeavouring to improve coordination with other national policy strands. But developing all these local strategies is resource intensive for partner organisations, and local authorities in particular. Many of the strategies will use similar basic information, which must be presented in different ways, and will have different monitoring and reporting requirements.

44. There is also no clear direction or guidance from the Scottish Executive on which national priorities should have precedence for implementation at local level. If everything is a priority then nothing is treated as a priority. CPPs feel they are constantly responding to new national policy initiatives, reducing the time and resources available to meet local needs.

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5   *A Partnership for a Better Scotland: Partnership Agreement*, Scottish Executive, 2003.
6   *The Local Government in Scotland Act 2003. Community Planning Statutory Guidance*, Scottish Executive, 2004.

Exhibit 3
Glasgow Community Planning Ltd

Glasgow Community Planning Ltd[7] is a new vehicle for supporting community planning both city-wide and locally. It will be responsible for:

- servicing the CPP, Executive Group and Working Groups

- supporting service providers both locally and city-wide to work together to improve service delivery

- coordinating the implementation of the Regeneration Outcome Agreement and managing the Community Regeneration Fund

- facilitating the establishment of local community planning structures, and coordinating the work of local CPP support teams

- maintaining links with other local partnership structures, for example, community health and care partnerships

- developing city-wide themes on worklessness and addiction

- managing funding programmes and maximising funding opportunities

- monitoring progress and reporting to the Glasgow Community Planning Ltd board and the Glasgow CPP.

Source: Glasgow Community Planning Ltd

Exhibit 4
Links between Anti-Social Behaviour (ASB) strategies and other local strategies

Guidance on the preparation of antisocial behaviour strategies states that partners need to ensure close integration between the ASB strategy and other related policies and strategies, including:

- community learning and development strategies

- the community plan

- community safety strategies

- equalities (particularly strategies to tackle race/other hate crimes)

- health improvement (particularly drug/alcohol) strategies

- homelessness strategies

- integrated children's services plans

- local housing strategies (and tenant participation strategies)

- regeneration outcome agreements

- victims support strategy

- youth justice strategies.

Source: *Guidance on Antisocial Behaviour Strategies*, Scottish Executive, 2004

7   Glasgow Community Planning Ltd was established in November 2005 following agreement by the former Glasgow Alliance structure to restructure its corporate organisation.

The fragmented nature of Scottish Executive funding streams also creates an administrative burden for CPPs

45. The range of funding streams to support national policy objectives is complex, with an increasing emphasis on funding intended to be spent either by partnerships themselves or by a lead agency in consultation with other organisations.

46. We estimate that in 2004/05 the Scottish Executive provided at least 39 different funding streams totalling around £581.5 million intended to be spent through partnership working. There was a similar situation in 2005/06, with 42 different streams, totalling £685.1 million (Appendix 1, page 36). This was outwith core funding of partner organisations.

47. Each funding stream usually has its own application process, monitoring and reporting arrangements. While it is important to maintain proper control over public funds the current arrangements, often involving quite different processes, increase the bureaucratic workload of partnerships and create an administrative burden on the lead agency responsible for managing the funds.[8]

48. For example, there are a number of different funding streams relating to community safety. These include funding associated with Antisocial Behaviour legislation, such as community wardens and programmes for ASBOs for under 16s. There is funding for youth justice, such as restorative justice funding, money to support implementation of national standards for youth justice and the Local Action Fund. There is also more general community safety funding, such as the community safety award

schemes. While some of this money is distributed through core local authority funding (GAE), some funding streams require separate (and often detailed) application processes. Monitoring arrangements also differ. Monitoring of antisocial behaviour funding has been streamlined through antisocial behaviour outcome agreements, but monitoring for other funding streams may require annual accounts and a general performance report, or more frequent progress reports against specific measures. At a local level, these different funding streams often need to be joined up to deliver an integrated strategy to meet local needs.

49. The most significant source of funding available for CPPs from 2005/06 is the Community Regeneration Fund (CRF). The Scottish Executive is allocating £318 million over three years through the CRF to bring improvements to Scotland's most deprived areas and help individuals and families escape poverty. CPPs were required to develop Regeneration Outcome Agreements (ROAs) to receive their allocation of the Fund. CPPs welcomed the funding, but some, especially those in smaller council areas, found the process of developing ROAs resource intensive and the specific guidance on where resources should be spent not always relevant to their local communities. In some areas, work on the ROA significantly delayed progress on other local priorities.

Some partnerships are addressing these barriers

50. All CPPs operate in this complex policy and organisational environment. Some demonstrate real commitment and willingness to work around the problems. In others these difficulties seem to impede progress. We identified a number

of approaches adopted by partner organisations to address some of these barriers. For example:

- developing schemes of delegation that clarify accountabilities and allow representatives from partners to make decisions at CPP meetings on behalf of their organisation. For example, NHS Ayrshire & Arran has a scheme of delegation for its three CHPs clarifying the role of the CHP within the community planning structure, and the decision-making authority of staff involved in CHPs

- allowing flexibility in meeting local needs by both ensuring information from local community plans feeds into the strategic planning of the organisation and including the delivery of local community plans as a high-level objective within the organisation's corporate plan, as is done in Lothian & Borders Police

- developing agreements that plans and reports sent for formal approval to partners may be subject to minor textual changes, without further full ratification by individual partners, as has been developed in East Ayrshire.

51. A number of CPPs are also involved in initiatives to link planning across regions. The statutory guidance states that 'strategic linkages at the regional level should be developed where appropriate by working with other CPPs and/or agencies of that partnership'. For example, the Clyde Valley CPP brings together eight CPPs to plan for the city region and ensure major infrastructure projects which cross different authority boundaries are coordinated effectively. Dumfries & Galloway's community planning links into:

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8 Audit Scotland has already identified the need for the Scottish Executive to improve consistency and good practice for monitoring initiative funding in our 2005 report, *Scottish Executive: supporting new initiatives.*

- the South of Scotland Alliance with Scottish Borders regarding European Funding

- the North Channel Partnership with Ireland and the three Ayrshire councils

- Border Visions which looks at joint working initiatives with Scottish Borders, Cumbria, Carlisle and Northumbria councils.

52. There are also a number of national policy initiatives which are intended to be delivered on a regional basis, such as strategic waste management, civil contingency planning, regional transport, and some aspects of rural development. These regional approaches make community planning even more complex.

53. CPPs that have been through the process of agreeing clear priorities for the area find it easier to respond to the range of national policy initiatives and funding streams. For example:

- the 'Promoting Community Learning' section of East Ayrshire's Community Plan formed the basis of the council's submission for the Community Learning and Development Strategy

- West Lothian Council were able to respond quickly to the announcement and application for community warden funding, as the CPP had already agreed this as a priority and had all the background information required for the application.

54. Not all CPPs have reached this stage. Some accommodate the different needs arising from local and national initiatives by allowing different agendas to co-exist or by developing an ever-increasing number of policies and strategies, making monitoring and managing their work more difficult.

For CPPs to achieve their potential, partner organisations and the Scottish Executive need to agree priorities for community planning

55. Despite its difficulties, there is a real need for community planning in some form – radical improvements in community well-being and service delivery cannot be achieved in isolation.

56. For community planning to achieve the potential envisaged in the legislation, the expectations of what should be delivered through community planning need to be clarified. The Scottish Executive, statutory partners and CPPs need to work together, either through individual agreements or collectively, to identify:

- the focus and policy priority areas for CPPs

- which areas of joint working should be outwith community planning

- which policy areas should be delivered by individual organisations

- the extent of CPPs' control over resources – and how these resources can be efficiently administered and accounted for

- how performance should be reported.

Recommendations

57. The Scottish Executive and CPPs should agree:

- a small number of strategic priorities where CPPs can add value through partnership working

- how to measure performance against these policy areas.

58. The Scottish Executive, with executive agencies and other central bodies, should:

- improve coordination and integration among initiatives

- rationalise the different funding streams accessed by partnerships

- develop a more standard approach to monitoring spend against individual funding streams.

59. Nationally accountable partners (eg, Scottish Enterprise, the NHS and Communities Scotland), supported by the Scottish Executive, should set clear guidelines for their local organisations (eg, NHS boards, LECs) on what they expect to be achieved through local partnership working. This should be supported by allowing greater flexibility and autonomy to accommodate local CPP priorities when responding to national priorities.

60. Local authorities and partner organisations should develop schemes of delegation to streamline decision-making within CPPs.

Part 3. Community planning: the local picture

Key messages

- While most CPPs have broadly similar structures, there is wide variation in the size and membership of CPP boards and theme groups. All statutory partners are engaged at a senior level. The way the board operates influences the effectiveness of the CPP.

- Community engagement is progressing but it needs to be more sustained and systematic. The introduction of National Standards for Community Engagement[9] provides an opportunity for CPPs to improve the consistency and effectiveness of community engagement.

- The role of elected members in community planning is particularly challenging; their participation in CPPs is uneven and in some places minimal.

- CPPs have developed highly complex structures to accommodate the large number of policy and service areas covered and the many organisations and groups which need to participate. Community planning has not helped to rationalise the number or complexity of partnerships in any significant way.

There is wide variation in the size and membership of CPPs

61. The statutory guidance gives CPPs discretion over the structure they adopt, requiring them to 'tailor the process to the needs and opportunities of local communities'. Most CPPs have the same broad structures in place, with a partnership board, an implementation group and different theme groups with responsibility for implementing policy priorities. Cross-cutting topics (eg, community engagement) are accommodated in different ways. Exhibit 5 illustrates these structures schematically for a typical CPP.

62. However the size and membership of partnership boards varies from six to 40 partners with half of these having between eight and 13 members. There is wide variation in the number of theme groups (ranging from two to 14) and in the number and size of the sub-groups that feed into the theme groups.

63. All the main statutory partners (NHS boards, local enterprise companies, police and fire services) are represented on all boards. The majority of CPP boards have voluntary sector representation and over half have community representatives (other than elected members) or business representatives. The national organisation most often included in CPP boards is Communities Scotland. Exhibit 6 illustrates the range of organisations, in addition to statutory partners, involved in CPP boards.

64. Local authorities have taken a lead in community planning in line with the legislation, with all CPP boards chaired by the authority, usually the leader of the council.

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9   *National Standards for Community Engagement,* Communities Scotland, June 2005.

Exhibit 5

CPPs have broadly similar, but complex, structures to deliver their priorities
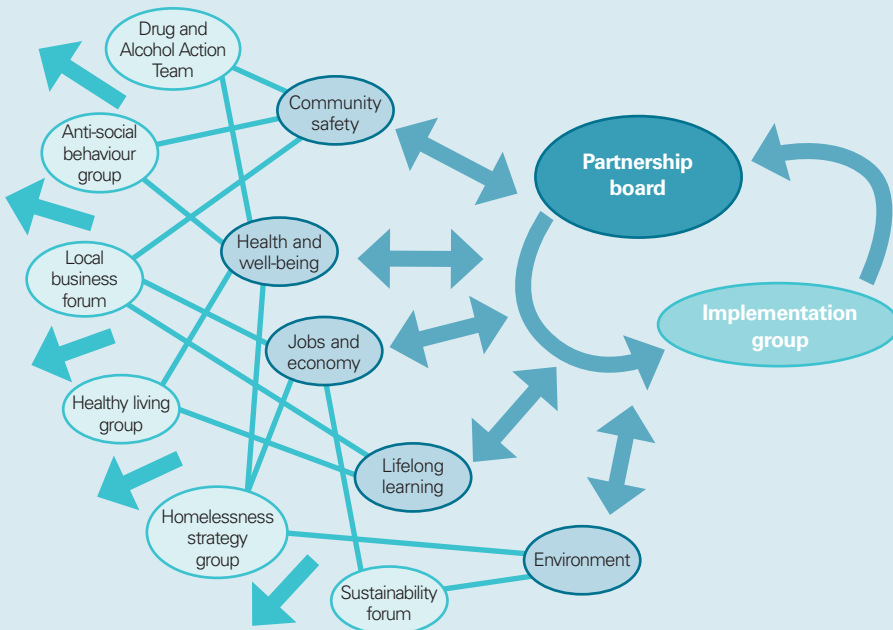
Source: Audit Scotland

Exhibit 6

The range of organisations, in addition to statutory partners, involved in CPP boards
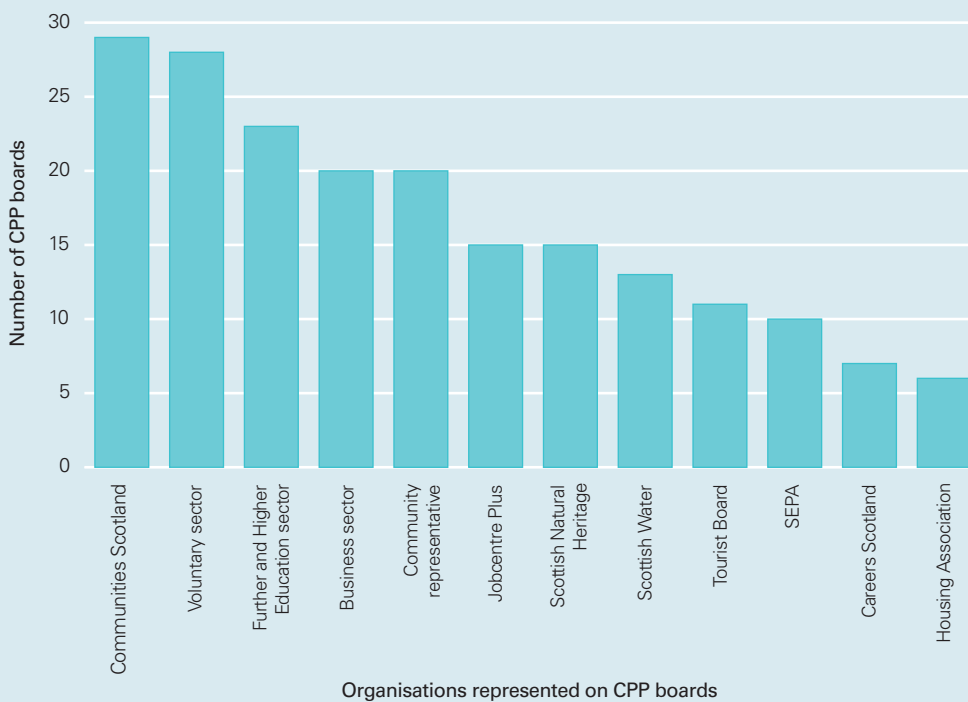
Source: Audit Scotland

65. The membership of theme groups is even more variable, with a total of 170 different organisations, in addition to the statutory partners, involved in the 147 theme groups identified in our survey. About one-third of all theme groups are chaired by organisations other than the local authority.

The way the board operates influences the effectiveness of the CPP

66. There is no one model for an effective CPP structure; instead structures should be fit for purpose. The purpose of the board needs to be agreed by board members, and the board size and membership designed to enable it to fulfil the agreed remit and responsibilities.

67. In a few of the CPPs we visited there is a strong sense that the board operates as a powerful network of public sector leaders within the area. Those involved are able to offer advice to one another and use their personal relations to push forward initiatives and commit resources. However in other areas the board is seen as more of a formality, *"The board is there because it has to be, and has to be seen to demonstrate strategic buy-in. But the work is all done before the board meets"*.

68. Our case study work showed that CPP boards are most effective when:

- they connect the political and managerial leadership of the different partners

- they are clear about their role in the community planning process

- all board members are committed to delivering improvement through community planning.

69. Partnerships with very large boards can perform only a limited range of tasks. Agreeing specific priorities for inclusion in the community plan and targets for performance measurement then become the responsibility of a smaller group. These larger boards may act as a consultative forum, rather than a decision-making body.

70. The challenge CPPs face is to develop structures and processes which fit their local circumstances and enable partners to be involved in community planning, while not becoming over bureaucratic. In some cases the structures set up initially are not working effectively with a third of partnerships having recently reviewed their structures or are currently doing so.

Community engagement is progressing but it needs to be more sustained and systematic

71. One of the primary aims of the community planning legislation was to improve community engagement, to ensure that the views of service users and local people are taken into account when CPPs are developing their local priorities and making decisions that affect local services.

72. We found that CPPs are putting considerable effort into improving their community involvement. This is being done both formally, through involving community representatives as members of boards and theme groups, and through a range of consultation and communication exercises to inform community planning priorities. Appendix 2 (page 40) describes the range of ways in which partnerships are engaging with the voluntary sector and with community groups.

73. Reviewing the effectiveness and impact of CPPs' approaches to community engagement was not the focus of this study. However CPPs will need to be able to demonstrate the impact and benefits of their community engagement activities as they develop them.

74. While we found many examples of innovative approaches to consultation and engagement with specific communities or service users, these were often developed in isolation rather than as an integral part of the community planning framework.

75. In several of our case studies we found examples of duplication and overlap in community consultation among different partner organisations. There is considerable potential for CPPs to work more collaboratively in combining resources and sharing information from consultation exercises. In East Ayrshire, for example, community planning partners jointly commission a Residents' Survey, with questions input from all partners. The results of the survey feed into the community planning process and also into partners' plans for specific service improvements.

76. The introduction of National Standards for Community Engagement[10] provides an opportunity for CPPs to improve the consistency and effectiveness of community engagement in informing policy development, within both the partnership and partner organisations.

10 *National Standards for Community Engagement,* Communities Scotland, June 2005.

The role of elected members in community planning is particularly challenging

77. A consistent theme from our case studies was the lack of involvement of elected members, other than council leaders, in the community planning process. In some areas there was minimal participation of members.

78. Elected members have an important role to play in community planning as both civic leaders and community representatives. However this is a challenging area for CPPs and there are a number of issues which need to be resolved:

- How to involve a range of elected members without the partnership being seen by other partners as too dominated by the council.

- Balancing the representative role of locally elected members with a greater emphasis on involving communities and service users in decisions about local service delivery.

- Ensuring community planning structures are aligned with the council's political decision-making structures.

- Balancing the formal operation of council committees with the more informal style adopted by many CPPs.

79. There are elected members who are enthusiastic about the opportunities which community planning provide and are involved in the process. Council leaders often play a vital role as chair of the CPP and in a number of areas members are active in theme groups or local community planning work. For example:

- North Lanarkshire Partnership is rolling out local community planning structures made up of

Local Area Partnerships, Local Area Teams and community forums. The Local Area Partnerships involve senior police representatives, the fire and rescue service and NHS officers together with local elected members. Local Area Teams involve local area managers from similar partner organisations who are responsible for implementing Neighbourhood Improvement Plans. Community engagement is undertaken through local community forums and a range of other approaches and mechanisms available in each local area.

- In Dundee, local community regeneration forums have been created to make decisions on devolved Community Regeneration Fund budgets. Elected members participate on an ex-officio basis. This allows local discussion between community representatives and elected members before formal recommendations go for approval to the council.

80. However some elected members see community planning as a threat to their control of council services and funding. Members have legitimate concerns about allocating funding to bodies without the same direct accountability. The potential of community planning will not be achieved unless partners are willing to commit adequate resources to meet agreed local needs.

81. In local authorities decisions can be taken only by the council, a committee, sub-committee or officer under a scheme of delegation. There is no power to delegate formal decision-making authority to a CPP or its constituent groups, or to an individual councillor. The result is that important decisions affecting the council have to be taken by the council, or referred back to the council for confirmation. CPPs therefore need to

link community planning structures with the political decision-making structures of the council (and other partner organisations) to ensure proper governance for partnership decisions, as they affect individual partner bodies' policy and expenditure.

CPPs have developed highly complex structures

82. The reality of partnership working within authorities is very complex when all the groups and sub groups are included. Exhibit 7 (overleaf) is a typical example of the structure supported by a small council. A recent audit of partnership working by North Lanarkshire CPP revealed 53 different groups within the CPP, with some supported by further groups.

83. Current structures have developed to:

- provide a forum for joint working on a wide range of different policy areas

- bring together a number of different partnership structures

- provide mechanisms that allow different groups to take part in community planning.

Community planning has not helped to rationalise the number or complexity of partnerships in any significant way

84. One of the objectives of the community planning legislation was to help coordinate joint working arrangements and, where necessary, to rationalise a cluttered landscape. There has been limited progress in rationalising structures for a number of reasons:

- The number of partnerships required by statute is increasing. For example, in recent years CHPs and RTPs have been set

Exhibit 7
Community planning and partnership arrangements in Moray CPP

WORKING TOGETHER FOR MORAY

Choose Life

Doing Well By People With Depression

Mental Health Framework Group

Patient Participation Forum

Community First

Falls Prevention Group

Older Peoples Forum

Health And Homelessness Group

Carers' Strategy Group

NOF/Sport In Schools

Heart Of Moray

Healthy Living Centre Management Group

ACHIEVING A HEALTHY & CARING COMMUNITY

COMMUNITY HEALTH AND SOCIAL CARE PARTNERSHIP

Health Improvement Strategy Group

Drug And Alcohol Action Team

Breast Feeding

Food And Health Group

Hungry For Success

Food And Health Project

Physical Activity Group

Community Wardens Group

Neighbourhood Watch

Domestic Abuse Forum

Wilful Fire Raising Sub Group

Anti Social Behaviour Task Group

Racial Equality Sub Group

COMMUNITY SAFETY PARTNERSHIP

ACHIEVING A SAFER COMMUNITY

Road Safety Group

Substance Misuse Task Group

Moray Pubwatch

Moray Retailers' Partnership

Moray Wastebusters

ReBoot

ENVIRONMENTAL FORUM

PROTECTING AND ENHANCING THE ENVIRONMENT

Rural Environment Action Group

NE Biodiversity Plan Group

NE Waste Strategy Group

COMMUNITY PLANNING PARTNERSHIP
• Communities Scotland
• Grampian Fire & Rescue
• Grampian Police
• HIE Moray
• Joint Community Councils
• Moray Chamber of Commerce
• Moray College
• Moray Council
• Moray Voluntary Service Organisation
• NHS Grampian
• RAF
• Volunteer Centre Moray

STEERING GROUP

COORDINATING GROUP

Website Group

Communication Group

Local Neighbourhood and Youth Forums
• Forres   • Speyside
• Elgin North • Elgin South
• Lossie   • Milnes
• Buckie   • Keith

Datasharing Group

Citizens Panel

Moray Paths Project

Rail Working Party

North East Camera Safety Partnership

North East Safer Roads

TRANSPORTATION COORDINATING GROUP

IMPROVING TRAVEL FACILITIES, CHOICES & SAFETY

Moray Transport Initiative

Local Bus Operators Forum

Speyside Way Management Group

Hi-Trans

North East Scotland Rail Freight Development Group

Grampian Woodland Group

BUILDING STRONGER COMMUNITIES GROUP

Moray New Futures

Access Project

BUILDING STRONGER COMMUNITIES

Adult Literacies Partnership

Youth Forums

Community Learning & Development Partnership

Moray Action For Communities Project

Moray Federation of Village Halls

Public, Voluntary Services on Equal Terms

Moray Against Poverty

Tenants Forums

Housing Strategy Group

Homelessness Strategy Group

Moray Youthstart

CHILDREN & YOUNG PEOPLE'S PARTNERSHIP

INVESTING IN CHILDREN & YOUNG PEOPLE

For Moray's Children

Young Peoples Drop In Group

Young Peoples Tobacco Project

Children With Disability

Local Community Networks

Dialogue Youth

Child Health In Moray

Looked After Children

Give Kids A Chance

Mobile Information Bus

Health Promoting Schools

Child Protection Group

Childcare Partnership

Youth Crime Review Group

MORAY ECONOMIC FORUM

WORKING FOR INCREASED PROSPERITY

Social Economy Partnership

Tourism Forum

* Boxes with coloured border indicate voluntary/community umbrella groups
* Triangles are colour-coded and indicate cross-cutting links to other themes

PROTECTING AND ENHANCING THE ENVIRONMENT
ACHIEVING A SAFER COMMUNITY
ACHIEVING A HEALTHY & CARING COMMUNITY

BUILDING STRONGER COMMUNITIES
INVESTING IN CHILDREN & YOUNG PEOPLE
WORKING FOR INCREASED PROSPERITY
IMPROVING TRAVEL, FACILITIES, CHOICES & SAFETY

up through legislation (although CHPs are intended to rationalise the previous partnership approach for health care which was delivered by around 80 local health care co-operatives across Scotland).

- Further partnerships are expected by the Scottish Executive. Exhibit 8 (overleaf) details the partnerships expected in a typical urban local authority.

- New multi-agency groups or partnerships may be formed to respond to national policy initiatives or local events.

- Existing theme and cross-cutting groups may resist moves to rationalise or integrate their work into other groups.

85. Recently CPPs have been concerned with developing links with CHPs. This offers the opportunity for more coordinated planning and more efficient use of resources, but it also poses a risk of increased bureaucracy and duplication of effort if they are badly organised. The CHP guidance clearly advocates a coordinated approach with CPPs, but it is too early to assess the extent to which this is happening across the country.

86. Within CPPs, efforts to rationalise partnerships may not always be successful. For example, recognising the significant impact which formal education and informal learning can have on employment, the Dundee Partnership attempted to combine the strategic themes of Lifelong Learning and Work and Enterprise. However, the agenda for the new group became unmanageably wide. The themes reverted to separate coordinating groups to ensure that each received the attention

it required, while making relevant connections to all other strategic and cross-cutting themes within the Dundee Partnership. In East Dunbartonshire an independent review of the community planning arrangements recommended increasing the number of themes from three to five. The original themes no longer reflected local partnership activity, undermining strategic development and delivery of the action plans.

87. The number of groups within partnerships appears to be increasing over time as the workloads of some groups prove unmanageable. One interviewee described their partnership as being "*At the limits of workable complexity*," with further additions likely to have negative effects on partners' understanding, ability and willingness to engage in partnership working.

88. While partnership working is often required to deliver national policy objectives, there is scope for rationalisation at both a national and local level. In a report published in 2002,[11] HM Treasury identified a number of questions which central government departments should ask when considering whether local partnerships should be developed for implementing particular policy priorities. These questions cover issues such as:

- whether a partnership approach is appropriate

- the high-level objectives and scope for local flexibility

- funding regimes – including whether funding is proportional to the scale of the problem and the need for stable funding to assist planning

- integrating mechanisms for performance review between departments.

89. The Scottish Executive should consider applying these questions when reviewing the role of partnerships in policy implementation.

90. Individual CPPs should actively seek to rationalise the number of partnerships within their community planning arrangements. In a recent report, the Audit Commission[12] identified a number of questions organisations should be asking about their partnership activity. We have adapted these questions to help CPPs rationalise their partnership arrangements (Exhibit 9, overleaf).

91. A number of CPPs have found it helpful to develop protocols which set out the remits, membership and roles of each group within the partnership structure. The process of developing these agreements helps build partnership culture and commitment, and reduces gaps and duplication between groups. The guides themselves increase understanding of how community planning works locally. Typical protocols cover:

- objectives of the partnership

- definition of who takes part in the partnership

- arrangements for making decisions at meetings

- accountability arrangements

- budgets, resources and administrative arrangements

- structure and remit of sub-groups.

11 *Working together: Effective Partnership Working on the Ground*, HM Treasury, 2002.
12 *Governing Partnerships: Bridging the Accountability Gap*, Audit Commission, 2005.

Exhibit 8
Local partnerships expected by the Scottish Executive involving the local authority (excluding the CPP)

Adult Literacy and Numeracy Partnership	Delayed Discharge Partnership
Alcohol and Drug Action Team	Domestic Abuse Partnership
Child Protection Committee	Determined to Succeed Strategy Group
Childcare Partnership	Local Economic Forum
Community Health Partnership	Local Housing Strategy Group
Community Learning and Development Partnership	Regional Transport Partnership
Community Safety Partnership	Strategic Coordinating Group (Civil Contingency)
Criminal Justice Partnership	Strategic Area Waste Group

Source: Audit Scotland

Exhibit 9
Sample questions to assist CPPs and partner organisations in rationalising their partnership arrangements

- Why does this partnership exist?

- How does this partnership add value?

- How do we demonstrate this added value to the public?

- Are the costs and benefits of engaging in different forms of partnership working assessed against other ways of achieving the same ends (eg, formal contracts or bilateral arrangements)?

- How are the risks associated with working across a wide variety of partnerships monitored and mitigated? Is monitoring proportionate as well as effective?

- How do we know when things are going wrong?

- What are the arrangements if this partnership comes to an end?

Source: Adapted from *Governing Partnerships: Bridging the Accountability Gap,* Audit Commission, 2005.

The level of partnership support varies

92. Twenty-two CPPs have a full-time coordinator. Smaller areas, such as Midlothian, Orkney, Shetland and East Lothian, are more likely to have coordinators with other responsibilities. In two-thirds of CPPs the local authority alone covers the cost of the coordinators.

93. There is a great deal of variation in the way in which CPP activities are funded. In 2004/05:

- 14 CPPs received funds from the NHS.

- 13 CPPs received contributions from the Enterprise network.

- Eight CPPs received funds from the police.

- Four CPPs received funds from the fire and rescue services.

- Other occasional contributors included Shell UK, Scottish Natural Heritage and VisitScotland.

94. Communities Scotland offers support resources to each CPP. In addition to direct financial support many partners contribute to community planning in kind, by seconding staff or hosting meetings.

Supporting community planning can take up considerable staff time – CPPs need to be aware of these costs and ensure they are justified by improved outcomes

95. Considerable staff time is spent in activities connected with partnership working. In three of our case study areas we estimated the costs of supporting community planning. Working through community planning

had not increased the fixed costs of partners (for example, CPPs did not require extra accommodation or services). We therefore measured the costs of staff and elected members' time spent in attending board and theme group meetings and providing administrative support to the CPP. In addition, we estimated the costs of goods and services bought by the partnership such as print, equipment, training and the organisation of seminars. Staff costs made up most of the total (about 90 per cent). The staff time measured was concerned with decision-making and planning, not costs involved in implementing agreed action plans.

96. As CPPs primarily use existing resources for planning and decision-making, the costs identified represent opportunity costs (ie, time that could have been spent differently) rather than additional costs to the partner organisations.

97. We found that different models of partnership working incurred different costs. CPPs with complex structures that place an emphasis on involving partners at all stages of the process incurred a higher cost per head of population – estimated as up to £5 per head in one of our case study areas. More streamlined approaches, with fewer groups and sub groups, restricted membership of groups or limited circulation of policy and strategy papers, reduced the cost to around £2 per head of population. The costs are also influenced by the seniority of the staff concerned with community planning – with those partnerships with extensive senior management involvement having higher costs. The estimates must be treated with caution, but the annual costs per partnership range from £240,000 to £1.7 million spread across up to eight agencies.

98. Partner organisations need to be aware of the costs of supporting community planning when developing structures and administrative arrangements, and ensure these are adequately reflected in budgets and service planning. They need to be clear about how the investment of staff time in community planning and other partnership working will deliver benefits to local communities or will result in service improvements.

Recommendations

99. CPPs should:

- ensure the CPP board is clear on its remit and responsibilities, and is structured to fulfil these

- define clearly the role for elected members and members of other partner governing bodies within their community planning arrangements

- ensure that community engagement becomes more sustained and systematic across partners, and champion the use of National Standards for Community Engagement[13]

- review and rationalise structures to focus on delivering services that add value

- consider developing a partnership guide which describes the roles and remits of each element of their structure.

100. The Scottish Executive should review the number of partnerships it requires local authorities and other partner organisations to establish, and ensure there are clear remits and no duplication.

13 *National Standards for Community Engagement*, Communities Scotland, June 2005

Part 4. Planning and performance management

Community planning is a complex and challenging process

101. The statutory guidance requires CPPs to:

- develop and set out a joint vision with agreed objectives for the area, usually in the form of a community plan

- set challenging outcomes of performance for the CPP along with the contributions expected from individual participants in the partnership

- monitor and report on progress against the agreed outcomes.

102. This requires partner organisations to build and share an in-depth understanding of:

- the aspirations of local communities, gained through extensive community engagement

- the profile of local communities and their use of services

- national policy priorities and how these are affecting partner organisations.

103. Planning and agreeing priorities in a partnership is more challenging than service planning within a single organisation. We found a number of partnerships were finding the process time-consuming and often frustrating. The lack of clarity both locally and at a national level about what community planning should be delivering makes the process even more difficult.

CPPs are improving their use of information

104. Significant progress has been made in the availability and use of robust data to inform community planning. For example, at the national level, data provided by the Scottish Index of Multiple Deprivation and Scottish Neighbourhood Statistics has informed development of CPP's ROAs. CPPs have also made progress in sharing local data, both within and between partnerships. Examples include the Tayside Research and Information Network (TRAIN)[14] and North Lanarkshire Information Sharing Group (Exhibit 10, page 25).

105. There is also increased sharing of information on service use between partner organisations. For example, in developing priorities for young people, the New Ways Partnership in the Scottish Borders pulled together council data on young people's demand for housing and the affordability of local housing; NHS data on teenage pregnancies and young people's drink and drugs related injuries; data from the Citizen's Advice Bureau on young people's debt problems; and data from their Social Inclusion Partnership on young people's experience of rural isolation, access to education, employability and career pathways.

The quality of community plans varies

106. The strategic objectives, priorities and actions agreed through the community planning process are usually published in the community plan for each local authority area. Eighteen areas are working to their current community plan. In eight of the remaining areas – Aberdeen City, East Dunbartonshire, East Renfrewshire, Inverclyde, Orkney, Perth & Kinross, Stirling and West Lothian – partnerships

are currently reviewing their community plans and will publish new ones during 2006. The New Ways Partnership in Scottish Borders, Moray CPP and North Ayrshire CPP are finalising their new community plans following consultation. Argyll & Bute CPP intends to review its community plan this year and East Lothian CPP is currently completely rewriting its plan. West Dunbartonshire CPP produced a draft community plan for consultation in 2000, which has never been finalised.

107. Community planning is a long-term process, and as a result some community plans look forward ten to 20 years. The period covered by community plans ranges from two to 18 years (Appendix 3, page 41). Community plans should be a vehicle for improving service delivery – not an end in themselves. Such long-term plans require regular reviewing and updating.

108. Only a third of the community plans we examined articulated a clear strategic direction with specific objectives, based on an analysis of the challenges facing the area. For example, Dumfries & Galloway's plan recognises the 'specific challenges of [their] rural area, such as a declining and ageing population and fragmented infrastructure' and sets out clearly how the partnership will respond to these needs. In many plans, however, there is only a general vision for the future of the area without specific links to local needs and aspirations.

109. Some community plans clearly link priorities and specific actions to the overall strategic direction, and focus on where partnership working adds value. The community plan for North Lanarkshire, for example, links the overall vision to the CPP's five

themes. Under these are longer-term aims and more focused four-year priorities. There are a realistic number of between three and six priorities for each theme and it is clear how working towards the priorities will contribute to the long-term aims of the partnership. Dundee's plan identifies five major themes and sets specific targeted outcomes in relation to each.

110. In some plans the priorities detailed in community plans either do not provide a basis for action by the CPP, or are simply amalgams of the corporate priorities of individual partner organisations, without any focus on where partnership working is required to improve services. However as plans are being revised, more are starting to focus on the added value of partnership working. For example, Glasgow's new community plan stresses the importance of working in partnership and identifies targets for engaging communities and adding value through partnership working.

Community plans do not always link to the corporate plans of partner organisations

111. Priorities and actions agreed by the CPP need to be reflected in relevant partners' corporate plans to ensure they will be properly resourced and delivered.

112. In a few areas, including Renfrewshire, East Ayrshire and West Lothian, the community plan is the lead planning document for the council. This ensures that shared priorities are integrated into mainstream service provision and provides a clear signal of the local authority's commitment to community planning.

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14 Includes Angus, Dundee City and Perth & Kinross Councils.

113. Other local authorities, such as Dumfries & Galloway Council, have integrated their community planning and corporate planning processes. The council's annual performance review informs the overall strategic direction of the community plan. The strategic direction, priorities and targets of the community plan then set the parameters of the council's corporate plan and each of the service plans.

114. While there is some evidence that community plans and councils' corporate plans are being integrated, CPPs are finding it more challenging to ensure community plan priorities are properly incorporated into other partners' corporate plans. These organisations are responsible for a wider range of national priorities and targets and may have several community plans to implement. However, to allow community planning to progress in a truly joined-up way, partner organisations must ensure that community planning objectives are fully integrated into their own corporate plans. One option might be for each partner body to provide an annual statement to the CPP explaining how the community plan is reflected in its own corporate plans.

115. The focus of activity in most community plans is on improving community well-being through specific initiatives, rather than integrating front line services or delivering services more efficiently. As a result, community planning may be perceived by some participants as peripheral to their core service delivery.

CPPs are helping to drive local action in national policy areas – how they do this varies according to local priorities

116. One of the key objectives of the community planning legislation was to provide a mechanism to connect national priorities with those at regional, local and neighbourhood level. Many community plans identify the same priority areas as the Scottish Executive: community safety, employment and economy, education and lifelong learning, environment and infrastructure, and health and social care. While there is broad agreement on the overall areas of activity, there is a wide range of different actions to meet local needs within each of these broad themes. For example, a review of the community safety themes in community plans reveals 31 different priorities (Exhibit 11) which are in turn supported by a variety of specific actions to be undertaken within each area.

CPPs are improving their use of performance indicators, but progress has been slow

117. CPPs need to develop performance indicators to track their progress in achieving the outcomes they desire. This is proving a challenging area for partnerships. Effective performance indicators should meet the following criteria:

- Relevant – relating to the CPPs' objectives.

- Results orientated – covering outcomes as well as inputs and outputs.

- Cost-effective – simple to collect and covering appropriate time frames.

- Easy to understand and interpret.

118. By their nature, CPPs are working in cross-cutting areas and identifying indicators that meet all these criteria is difficult. It may also be difficult to attribute improvement in a desired outcome to a particular initiative or change in service delivery, and outcomes may be influenced by external factors outwith the CPP's control. Particular initiatives may also contribute to a number of different outcomes. In addition, changes in the outcomes desired by CPPs are often long term, and the information required to track progress is difficult and sometimes expensive to collect at the local level.[15]

119. Despite these challenges, it is important for CPPs to track changes in their priority policy areas in order to demonstrate direction of travel and build an understanding of how outcomes may be affected by partnership activity.

120. Only about half of CPPs outline in their community plan how they will monitor and report on progress against the measures and indicators detailed in the plan. This reflects the fact that many CPPs have only recently started to focus on performance management and their performance measurement systems are still developing. The process of developing ROAs required CPPs to develop performance indicators based on targeted outcomes in the service and policy areas covered by the funding. Data on progress in achieving these outcomes should be available later in 2006.

15 In 2000, Audit Scotland published *How are we doing? Measuring the performance of community safety partnerships*, which includes general guidance on performance indicators for cross-cutting policy areas, as well as specific guidance on community safety indicators.

Exhibit 10
Information sharing in North Lanarkshire and Tayside

North Lanarkshire

North Lanarkshire Information Sharing Group supports North Lanarkshire Partnership (NLP) by sharing information across organisational boundaries to monitor and inform the community plan. A key aim of the group is to provide a resource for information, intelligence and policy specialists in all NLP partner organisations. The group provides:

- well-being indicator reports using 39 indicators covering the six themes of the community plan
- directories of partners' datasets and statistical reports
- web outputs and links.

The data for the 39 indicators is available on a council area-wide basis but can also be broken down into local areas (that equate to the partnership's local community planning areas). Some data are also available at an individual datazone level.

TRAIN

Partners in the three CPPs in Tayside are working together to improve access to and share information which individual services collect. For example, the Dundee Partnership will be using a database developed by Dundee City Council to monitor progress on action items included in its corporate plan, departmental service plans and other key strategic documents. The database works by automatically alerting lead officers when progress updates are required, and can be searched for items on particular strategic themes across all the documents stored. The system is in the process of being rolled out to the theme action plans contained in Dundee's community plan, which will mean it is being used by other statutory and voluntary partners.

Source: North Lanarkshire Partnership and Perth & Kinross, Angus and Dundee Partnerships

Exhibit 11
Thirty-one different priorities are identified by 25 community safety theme groups

- Anti-social behaviour (19)
- Fear of crime (15)
- Accident/injury prevention (14)
- Drugs/alcohol (13)
- Fire safety (11)
- Domestic abuse (10)
- Road safety (10)
- Safer public environments (6)
- Crime reduction (5)
- Safety of young people (5)
- Personal safety (4)
- Safety of children (4)
- Strengthening Community Safety Partnership (4)
- Community reassurance and participation (3)
- Housebreaking (2)
- Improving neighbourhoods and housing (2)

- Racial incidents (2)
- Safety of vulnerable groups (2)
- Violent crime (2)
- Auto crime (1)
- Diversity (1)
- Economic development and sustainability (1)
- Food safety (1)
- Quality of life crimes (1)
- Safer city centre (1)
- Safety of older people (1)
- Sex industry (1)
- Victims of crime (1)
- Water safety (1)
- Workplace health (1)
- Vandalism (1)

Note: Figures in brackets indicate how many theme groups identified the issue as a priority.

Source: Audit Scotland

121. However, development of outcome indicators in other policy areas is still variable. Some of the performance indicators used by CPPs to track progress across different themes are illustrated in Appendix 4 (page 42). They include those linked to shorter-term action plans and higher level outcome indicators.

122. Exhibit 12 demonstrates a practical example of planning and tracking performance in a specific policy area – young people's sexual health. This exhibit illustrates a number of characteristics – the long-term nature of community planning, the contribution different activities may make to a single performance indicator, and how successful partnership initiatives can contribute to a number of policy priorities. The Corner Young People's Health and Information Service is a working partnership between Dundee City Council, NHS Tayside, the Scottish Executive and young people.

Performance management and reporting arrangements could be further developed in most CPPs

123. Day-to-day performance management for community planning priorities is usually delegated to theme groups; CPP boards play a key role in holding these groups to account for their progress against action plans. In almost half of CPPs, theme groups report performance directly to the board, usually on an annual basis. In most other CPPs, theme groups report regularly to a steering group or other executive group which will, in turn, report to the board. A number of partnerships, such as Fife, East Dunbartonshire and North Lanarkshire, have developed a system of rolling reporting, with one theme group reporting to each CPP board meeting.

124. The style, content and frequency of reporting progress to the public varies. Annual reviews of progress tend to celebrate success, with minimal coverage of areas which did not achieve the expected performance. Exhibit 13 (page 29) sets out a good practice example from the West Lothian Partnership.

Scrutiny, governance and risk management arrangements in CPPs require further development

125. Good governance encourages the public trust and participation that enables services to improve. It leads to good performance, good stewardship of public money and ultimately good outcomes.[16] The importance of good governance has been stressed in a number of recent Audit Scotland reports.[17]

126. The principles of good governance and accountability apply as much to partnerships as they do to individual organisations, but they may be more challenging to implement. Working across organisational boundaries increases complexity and creates ambiguity which may weaken accountability.

127. While progress on theme group action plans may be reported to CPPs, there is a clear distinction between managerial oversight of service delivery and good scrutiny. We found little evidence of community planning action plans being subjected to robust scrutiny by CPP boards or other nominated groups within the community planning structure.

128. CPPs boards, as well as the individual partners, need adequate governance arrangements to assess performance and manage risk in areas of CPP activity.

129. Elected members have a clear scrutiny role in relation to council policy and expenditure. Four CPPs reported that elected members played a scrutiny role in relation to community planning. In East Ayrshire, for example, the council's Policy and Resources Committee has responsibility for scrutinising community planning priorities for action.

130. The scrutiny role for members is more complicated when decisions are made collectively through the CPP and involve resources from other organisations as well as the council. While the democratic accountability and scrutiny arrangements in councils are well-developed, CPPs need to consider whether community planning policy and expenditure should be accountable and scrutinised by only one partner, or whether they wish to make other arrangements for scrutiny.

131. We also found little evidence that CPP boards take a systematic approach to risk management. None has yet established joint risk registers related to their community plan. However, South Lanarkshire Council is in the process of developing a corporate risk register for the CPP, and in some areas, such as Angus Council, risks related to community planning have been incorporated into the council's corporate risk register. Adopting a risk management approach could assist CPPs in developing their planning and performance frameworks.

16 *The Good Governance Standard for Public Services*, Independent Commission for Good Governance in Public Services, 2004.
17 For example, *Overview of the local authority audits 2005*, March 2006; *Following the public pound: a follow up report*, December 2005; *Overview of the performance of the NHS is Scotland 2004/05*, December 2005.

Exhibit 12

A practical example of community planning: Improving young people's sexual health in Dundee

Tracking the direction of travel: Early 1990's onwards.

Tayside sexual health strategy

Improving sexual health in young people in Dundee

Early 1990's

Local priorities
Ongoing consultation with young people in Dundee identified a need for informal and confidential health and information services for young people.

Action

Action

National priorities
January 2005 – launch of *Respect and Responsibility* the Scottish Executive's strategy and action plan for improving sexual health in Scotland.

Action

Action

Specific initiative:

The Corner – young people's health and information service
A major initiative contributing to improving young people's sexual health in Dundee, as part of an holistic approach. The Corner provides an integrated range of health and information services through its city centre drop-in facility and outreach work.

Services provided by The Corner
- Sexual health awareness events eg, workshops in youth centres/schools.
- Discussions around delaying sexual activity/negotiation skills/healthy relationships.
- Discussion and demonstrations of condom use.
- Offer free contraception/pregnancy testing.
- Offer some STI screening services.
- Interactive website with health information and quizzes on a wide range of topics.

Related services to improve sexual health
- Working with young people to develop new ways to promote positive sexual health.
- Providing sexual health and relationships training for teachers, school nurses and youth workers; providing free condoms to 'at-risk' groups including young people.
- Widening access to up-to-date advice and guidance through the Cool2talk and Dialogue Youth websites.

Contribution to other policy priorities, for example:
- Reducing smoking in young people.
- Tackling substance misuse.
- Improving diet and nutrition.
- Improving men's health.
- Improving mental health and wellbeing.

Measuring progress

Teenage pregnancies per 1,000 women (13-15)

2002/03 **10.9**

1999/2000 **17.0**

1995/96 **17.2**

1992/93 **21.2**

Other outcome measures used to track progress in improving sexual health include levels of sexually transmitted infections and numbers of repeat terminations.

Source: The Corner, Dundee and Audit Scotland

CPPs need to review how effectively the partnership is working

132. Reviewing and assessing their own effectiveness is equally challenging for CPPs. When asked to identify their achievements, most CPPs identified progress in building a culture of partnership working, improved knowledge and relations among partners or better joint working. These are essential first steps in developing a partnership. While partners may demonstrate a high degree of goodwill towards the process, there is very little hard information about the effectiveness of CPPs themselves.

133. A number of self assessment tools are available for partnerships to review their own effectiveness.[18] These have not been used to any great extent by CPP boards, although a few (seven CPPs) have commissioned external reviews of their effectiveness. From our case study areas, CPPs which were working well shared some common characteristics:

- Committed leadership among all partners.

- A citizen focus to their work.

- A shared vision for the area.

- Clearly resourced action plans.

- Clear performance management arrangements.

We have developed an evaluation framework to assist CPPs and partner organisations improve the effectiveness of their community planning, based on these characteristics and recognised good practice (Exhibit 14, page 30). This can be used as a starting point for assessing the performance of individual CPPs in future.

Recommendations

134. CPPs should:

- agree a shared vision and a manageable number of priorities for their community plan

- develop processes for managing performance and agree indicators to track progress on key local issues

- develop their arrangements for scrutiny of community plans and expenditure

- develop their approaches to risk management

- review how effectively they are operating as a partnership.

135. Local authorities and local partner organisations should:

- ensure that all relevant priorities and related actions agreed by the CPP are incorporated into their corporate plans

- consider providing an annual statement to the CPP explaining how the community plan is reflected in their own corporate plans

- contribute to joint risk registers related to community planning.

18 *Assessment of Partnership Toolkits: Final Report, Volume 2, Summary of Toolkits*, Rocket Science UK Ltd on behalf of Communities Scotland and The Community Planning Taskforce, 2003.

Exhibit 13
Reporting progress in West Lothian

In 2002 and 2004, the West Lothian Partnership published reviews of the progress made in achieving their community plan using published data and survey results. The latest review provides a good summary of the background to, and the structure and objectives of, West Lothian Partnership following each of its themes. The report details for each theme the reasons behind the targets, the targets and challenges themselves, performance to date, plans for the current year, and some case studies.

Source: Audit Scotland (from West Lothian CPP)

Exhibit 14
Evaluation framework – characteristics of CPPs at different stages of effectiveness in key areas of performance

	Early days	Building effectiveness	Performing well
Leadership Extent to which senior management and political leaders of partner bodies are committed to community planning.	Chief executives (or equivalents) of partner organisations, council leaders and chairs of boards rarely meet together apart from formal CPP meetings.	The council is taking a lead role in developing community planning but involvement of other partners is still patchy. Chief executives of partner organisations may meet occasionally to discuss specific local issues.	All partner organisations are fully involved. Chief executives (or equivalents) of partner organisations meet or communicate frequently, formally and informally, to improve community planning and develop partnership approaches.
	The CPP tends to be used primarily as a discussion forum and to share information (acting individually).	Some senior managers are developing a more joined-up approach to service delivery, but linked to specific services (acting bilaterally).	Community planning is used as one of the main mechanisms for delivering improvements in services and achieving national and local targets (acting collectively).
	Elected members and governing bodies of partner organisations have limited or no involvement in community planning.	Some elected members and governing bodies are involved in community planning – but this is limited primarily to leaders and convenors.	Elected members and governing bodies are appropriately involved and committed to delivering the agreed outcomes – and ensure their organisations fulfil their commitments.
	There is little recognition among senior management of the cultural changes and different ways of working required in partner organisations to deliver community planning priorities effectively.	Senior managers in some partner organisations are endeavouring to change ways of working to enable community planning priorities to be delivered effectively, but this is not accepted by all partners.	Senior managers in all partner organisations recognise the need to work differently to deliver community planning priorities, and actively work to promote change within their organisations.
Community engagement Extent to which consultation with communities and service users is integrated into the community planning process.	Local communities and service users have little direct involvement in decision-making and delivery of CPP priorities at any level within the community planning structure.	Local communities and service users are involved decision-making and delivery at a neighbourhood level and in theme groups.	Local communities and service users are involved in decision-making and delivery of CPP priorities throughout the community planning structure.
	Partner organisations consult with service users and local communities individually, but there is no coordination. Different approaches are used with no sharing of good practice or linking of activity.	Some partners are working together to consult local communities and service users, but this tends to be ad hoc rather than set within an overall systematic approach to consultation.	Consultation is coordinated across all partner organisations, integrating partners' and theme groups' needs from the outset of consultation exercises and minimising duplication.
	Information from consultation is not shared with other members/groups within the partnership or used effectively in developing agreed joint priorities.	Information from consultation has led to some service improvements in areas of joint working but it is not used across the partnership to shape strategic decision-making	Information from consultation is used to inform strategic policy development and improve services across partner organisations. Findings are shared throughout the partnership.

Criterion			
Sharing information Extent to which community planning priorities and actions are evidence-based and focused on the needs of the area.	There is little sharing of local socio-demographic data or information on service usage between partner organisations. Ideas on what the problems are locally are based on national statistics and anecdotal evidence. Minimal local analysis has been done on causes of problems.	There is some information sharing between partners, and the CPP has undertaken some local analysis. The evidence is patchy, and used to inform neighbourhood and theme group decisions, but less at a strategic level.	Partner organisations have a co-operative approach to sharing and jointly developing their information resources; and using both national data and local analysis to identify local problems and their causes. Information is used systematically to inform neighbourhood, theme group and strategic decisions.
Planning and implementing priorities and actions Extent to which community planning partners have agreed priorities and are committed to delivering them.	The CPP's vision is vague and strategic priorities are not linked to a shared understanding of local needs. Senior members of partner organisations have not been involved in developing priorities.	Community planning partners have formally signed up to a set of strategic priorities which are evidence-based in some policy areas but not consistently so. Priorities have not been developed collectively across the partnership.	Senior members of partner organisations have worked collectively to agree a manageable number of strategic priorities based on community views and shared information, and which add value to individual partners own work.
	Priorities and actions in the community plan are not linked to the council's or individual partners' corporate plans or budgets.	Links between council service plans and budgets and the community plan are explicit; links to other partners' plans are ad hoc and less explicit.	Community planning actions are fully reflected in the council's and partners' service plans and budgets, and clearly linked to both community planning priorities and their corporate priorities.
	There is no agreement on exactly who will be responsible for delivering community planning actions.	Some of the theme groups action plans assign responsibility to individuals and organisations for delivery but this is not coordinated across the CPP. Actions are primarily led by the council.	There is a coordinated and consistent approach to implementing agreed actions across the CPP. Responsibility for delivery is shared across partner organisations, with clear lines of accountability.
	There is little understanding among staff of different local services provided by partner organisations, and little shared working across organisations.	There is shared working in some areas, but this is on an ad hoc basis or primarily through initiatives. In some areas, local staff work well with locally-based staff from partner agencies, but primarily on a bilateral basis.	Staff from different organisations are working together locally across a number of service boundaries, and share understanding and knowledge of local services and community problems.

	Early days	Building effectiveness	Performing well
Resources Extent to which the CPP understands the resources needed to deliver it priorities and partners contribute to funding and staffing.	There are minimal financial or staffing resources available to support the administration or operation of CPP.	There are adequate financial and staffing resources available to support the CPP, but these are primarily provided by the council, with little input from other partners.	The CPP is supported by a number of competent and committed staff, across different partners, who have clear senior management backing.
	The CPP has not taken any steps to identify or put in place staff with appropriate skills and competencies to deliver its agreed priorities.	In some theme groups, staff have the skills, competencies and time required to deliver agreed priorities, but this is ad hoc and dependent on a few individuals. Not all partners have committed adequate resources to implement priorities.	The partnership has taken steps to identify the staff skills and competencies required to deliver its priorities, and partner organisations have identified and committed appropriate resources.
	Membership of some theme groups is not senior enough for the group to make decisions on priorities or allocation of resources.	There are appropriate senior staff involved in most, but not all, theme groups to enable the groups to function effectively.	Members and convenors of all theme groups are senior enough for the groups to make decisions and implement actions.
	Actions are agreed without clear funding put in place. Action plans are not costed. Other resources (eg, information, physical assets and staff) required to implement actions are not identified.	In some areas, agreed actions are properly funded, but this is not the case across all themed groups. Some theme plans go some way to identifying costs and other resources required for implementation of agreed plans.	Resource requirements for implementing agreed actions have all been identified and appropriate funding put in place. Each partner is making appropriate contributions to multi-agency projects.
	No steps have been taken to review or clarify governance arrangements for groups delivering plans and managing related funding.	There is recognition that governance arrangements for groups responsible for delivering agreed plans may need to be reviewed, but few processes have been put in place.	The CPP has considered fully governance requirements for groups delivering plans; and established robust processes covering decision-making and funding arrangements.
	There has been no review of the overall structure and existing partnerships, so the CPP does not know if it is organised in the most cost-effective way to deliver its priorities. Specific multi-agency groups continue to work independently of each other and the community planning process.	Some areas of partnership working have been reviewed and rationalised to fit in with the community planning structures, but this has not happened in all the priority areas.	The partnership has reviewed its structure and existing partnership working, to ensure it is efficiently and effectively organised to deliver the community planning priorities, and there is no duplication or overlap of remits of different groups.

Performance management and reporting — Extent to which the CPP has agreed measures to track progress and demonstrate impact, and has arrangements for managing and reporting performance.			
There are few agreed measures for tracking progress against agreed actions and priorities. Performance monitoring consists mainly of identification of projects undertaken and degree of completion to timescale – rather than analysis of impact or outcome.	Performance measures and indicators have been developed for some priority areas, but not in others. Measures relate primarily to output information, rather than long-term outcomes. Systems to track agreed measures are not always in place.	All priority areas and actions have clear and agreed measures to track progress and demonstrate impact. Success can be demonstrated through a limited number of key outcome measures, and the CPP has established systems to do this.
Arrangements for reviewing progress of the community plan are ad hoc and reactive. Results from reviews do not inform future planning.	The CPP reviews progress on the community plan annually but results of the review do not inform future planning.	The CPP collectively and regularly reviews progress on the community plan annually, and information from review informs future planning of the CPP and partner organisations.
Some theme groups effectively manage delivery of plans with appropriate action taken if required, but this is not consistent.	Most theme groups are actively managing delivery of their action plans, monitoring progress regularly and taking action as appropriate.	All theme groups are effectively managing delivery of priorities, with regular monitoring and action taken if plans are not being delivered.
There is minimal public reporting of progress on the community plan.	Progress on the community plan is reported regularly to the public. Reports tend to be congratulatory, focussing on achievements.	Progress on the community plan is reported regularly to the public. Progress reports are balanced and comprehensive. The CPP has reviewed the effectiveness of reporting arrangements.
There has been no review of whether the CPP itself is operating effectively. There are limited arrangements for scrutiny of the partnership.	The CPP has some awareness of where it needs to improve its effectiveness, and but little action has been taken. Scrutiny arrangements are ad hoc.	The CPP has reviewed its own effectiveness, and taken steps to improve. There are clear arrangements for challenge and scrutiny of action plans.

Source: Audit Scotland

Part 5. Agenda for action: summary and recommendations

136. Community planning has an important role in improving public services and community well-being in Scotland. In these early days CPPs have concentrated on putting structures and arrangements in place to deliver these aims, and there is limited information available about their achievements. It is now time for them to move on to demonstrate improvements for local communities and in service delivery.

137. However in order for community planning to progress significantly, there needs to be agreement nationally and locally about the focus and priorities for community planning, and the extent to which CPPs should exercise control over resources. This would provide the basis for measuring progress in the long term. The Scottish Executive with its executive agencies and other central bodies need to actively support such an agreement.

138. This study provides an overview of community planning in Scotland and identifies where changes need to happen in order for community planning to progress. Audit Scotland will continue to report to the Accounts Commission results from the audits of Best Value and Community Planning, which will increasingly hold individual councils to account for their performance on community planning.

Full list of recommendations

139. The Scottish Executive and CPPs should agree:

- a small number of strategic priorities where CPPs can add value through partnership working

- how to measure performance against these policy areas.

140. The Scottish Executive, with executive agencies and other central bodies, should:

- improve coordination and integration among initiatives

- rationalise the different funding streams accessed by partnerships

- develop a more standard approach to monitoring spend against individual funding streams.

141. Nationally accountable partners (eg, Scottish Enterprise, the NHS and Communities Scotland), supported by the Scottish Executive, should set clear guidelines for their local organisations (eg, NHS boards, LECs) on what they expect to be achieved through local partnership working. This should be supported by allowing greater flexibility and autonomy to accommodate local CPP priorities when responding to national priorities.

142. The Scottish Executive should review the number of partnerships it requires local authorities and other partner organisations to establish, and ensure there are clear remits and no duplication.

143. Local authorities and partner organisations should:

• develop schemes of delegation to streamline decision-making within CPPs

• ensure that all relevant priorities and related actions agreed by the CPP are incorporated into their corporate plans

• consider providing an annual statement to the CPP explaining how the community plan is reflected in their own corporate plans

• contribute to joint risk registers related to community planning.

144. CPPs should:

• ensure the CPP board is clear on its remit, role and responsibilities, and is structured to fulfil these

• define clearly the role for elected members and members of other partner governing bodies within their community planning arrangements

• ensure that community engagement becomes more sustained and systematic across partners and champion the use of the National Standards for Community Engagement

• review and rationalise structures to focus on delivering services that add value

• consider developing a partnership guide which describes the roles and remits of each element of their structure

• agree a shared vision and a manageable number of priorities for their community plan

• develop processes for managing performance and agree indicators to track progress on key local issues

• develop their arrangements for scrutiny of community plans and expenditure

• develop their approaches to risk management

• review how effectively they are operating as a partnership.

145. The priority which CPPs may wish to give to implementing these different recommendations will depend on their individual circumstances. Using the evaluation framework in Exhibit 14 (page 30) may assist CPPs in identifying which areas for improvement they wish to prioritise.

Appendix 1. Scottish Executive funding intended for partnership working in 2004/05 and 2005/06

Name	Recipient(s)	Other partners	Overall amount 2004/05	Overall amount 2005/06
Active Schools	LAs[19]	Scottish Executive, NHS Health Scotland, Scottish Road Safety Campaign, Sustrans	N/A – new funding stream in 2005/06	£12m
Anti-Social Behaviour	LAs	Courts, police, housing, VOs[20]	£23.62m	£26.33m
Autism Initiatives	Greater Glasgow and Lothian NHS boards	LAs and VOs	Estimated at £0.4m for development and start up costs in 2004/05	Estimated at £1m
Better Neighbourhood Services Fund	12 of the 32 LAs	All community planning partners	£31.2m	Incorporated into Community Regeneration Fund in 2005/06
Biodiversity Action Grants Scheme	Some are LAs, some are VOs	(Other) VOs and 'biodiversity partners'	Estimated at £0.15m	£0.3m
Care Services Equipment and Adaptations	LAs	NHS	N/A	£5m
Changing Children's Services Fund	Usually LAs	Health, VOs, police, SCRA[21]	£60.5m	£65.5m
Child Protection Committee Funding	LAs	All others on CPC	£0.32m	£0.064m
Childcare Workforce Development	LAs	For LAs/Childcare Partnerships to determine but frequently VOs	£6m	£6m
Cities Growth Fund	Six city-based LAs	Community planning partners, neighbouring local authorities and other stakeholders across each City-Region	£30m (capital)	£40m (capital)
Community budgeting	LAs	All community planning partners	£0.549m to close programme	N/A – funding stream had ceased

19 LAs – local authorities.
20 VOs – voluntary organisations.
21 SCRA – Scottish Children's Reporters Administration.

Name	Recipient(s)	Other partners	Overall amount 2004/05	Overall amount 2005/06
Community Empowerment Fund	LAs as accountable bodies for SIPs	Other Social Inclusion Partnership (SIP) partners	£2.88m	Replaced by Community Voices Programme
Community Regeneration Fund	LAs, but allocated to CPPs	All community planning partners	N/A – this fund is an amalgamation of prior funding streams	£104.5m
Community Safety Partnerships	LAs	Police, fire, NHS, private and voluntary sectors	£4m (includes some capital)	£4m
Community Voices Programme	LAs, but allocated to CPPs	All community planning partners	N/A – successor to the Community Empowerment Fund	£3.12m
Delayed Discharge	NHS boards	LAs	£30m	£29m
Determined to Succeed	LAs (schools)	Scottish Executive and business community	£13m	£17.8m
Domestic Abuse Service Development Fund	LAs	VOs	£0.590m	£0.695m
Drugs misuse (health improvement budget)	DAATs[1] via LAs	Health, LAs, VOs	£7.1m total but includes central funding for information and advertising	£7.3m
European Regional Development Fund	LAs (not exclusively)	Varies, often VOs, LECs, FE and private sector	£45.8m	£40.6m
European Social Fund	LAs (not exclusively)	Varies, often VOs and private sector	£18.6m	£16.6m
Financial Inclusion	LAs	Other CP partners, banks, credit unions, and VOs	N/A	£5.3m
Glasgow Hostels Decommissioning	LAs	VOs	£6m	£15m

22 Drugs and Alcohol Action Teams.

Name	Recipient(s)	Other partners	Overall amount 2004/05	Overall amount 2005/06
Health Improvement/ Promotion	NHS boards and LAs[23]	LAs and VOs	£51.8m (includes a small proportion spent directly by Scottish Executive)	£56.154m
Homelessness Task Force	LAs	VOs and health	£19.5m	£20m
Intensive Support Fund	LA	VOs	£1m	£1m
Local Action Fund	LAs	Community safety partners	£5m	£5m
Mental Wellbeing Fund	NHS boards (usually)	LAs and VOs	£7m (includes some spent centrally by NHS Scotland)	£5.922m
Modernising Government Fund	LAs (usually but not exclusively)	Various, including health	MGF3 £13.8m in 2004/05. Also carried forward some MGF2 money	£24.9m
Money Advice	LAs (usually but not exclusively)	VOs	£1m	£1.1m
Money Advice CSOs DAS	LAs	Scottish Executive, Accountant in Bankruptcy, VOs	N/A	£2m
New Futures Fund	Scottish Enterprise and Highland & Islands Enterprise	LAs and VOs	£5m estimate	£5m estimate
Refugees and asylum seekers	LAs	VOs	£0.360m	£0.497m
Scottish Forestry Grants Scheme	LAs	Community groups and VOs	£0.5m	£1m
Scottish Rural Partnership Fund	LAs as administrators for community groups and VOs	Other community groups and VOs	£5.27m across all three funds	£3.0m

23 Funds for health improvement may be distributed to NHS boards or to LAs. This funding may be further broken down into separate streams, such as Hungry for Success and Suicide Prevention (Choose Life).

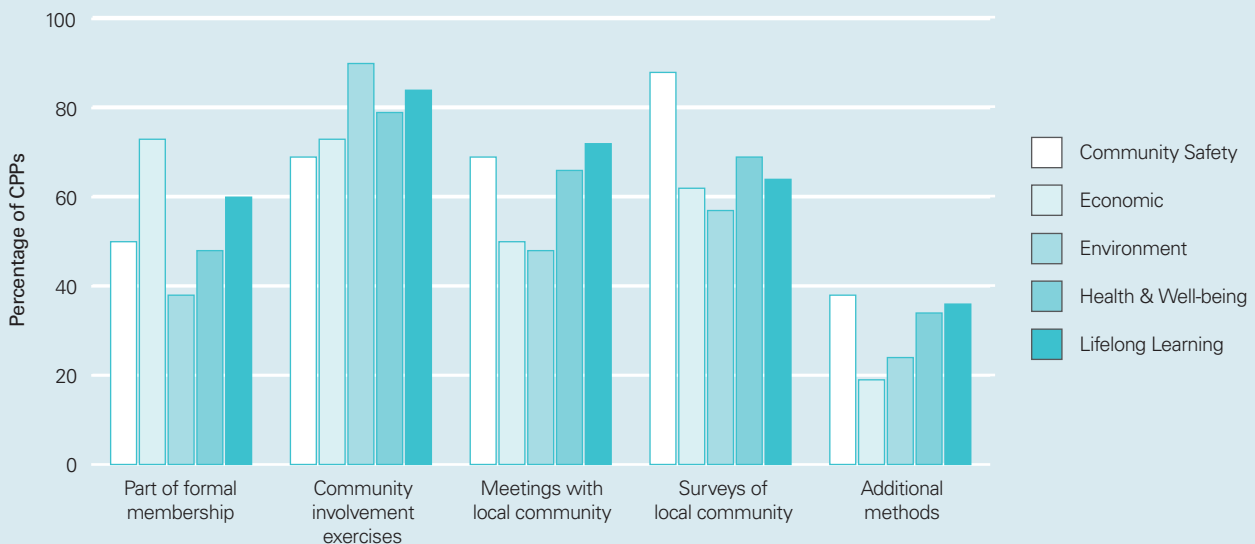| Name	Recipient(s)	Other partners	Overall amount 2004/05	Overall amount 2005/06
Skills for Work	LAs through schools	Colleges	N/A – new funding stream in 2005/06	£6.5m
Social Inclusion Partnerships	LAs as accountable bodies for SIPs	All involved in SIPs	£62.8m	Became part of Community Regeneration Fund in 2005/06
Starting Well	NHS	LA, local community and voluntary organisations	£1.6m (transition year)	£1.6m (Phase 2)
Strategic Waste Fund	LAs	Other LAs, community groups	£80.5m (includes some capital)	£101.3m (includes some capital)
Urban Regeneration Companies	URC	LAs, other community planning partners, private sector partners	£8.8m	£11.2m
Tackling Drug Misuse	LAs as accountable bodies for SIPs	All involved with SIPs	£3m	Became part of Community Regeneration Fund in 2005/06
Vacant and Derelict Land Fund	Glasgow City Council, North Lanarkshire Council, Dundee City Council	Local partnerships including LECs, Communities Scotland	£8m (capital)	£12m (capital)
Violence against Women Development Fund	LAs	VOs	£0.160m	£0.152m
Well Man Clinics	NHS	LAs and voluntary service partnerships	£1.74m	£1.4m
Woods In and Around Towns (WIAT) additional funds released August 2005	LAs	Community groups and VOs	N/A	£0.3m
Working for Families Fund	LAs	NHS, Scottish Enterprise, VOs, Careers Scotland and colleges	£10m	£10m
Youth Crime Action Plan	LAs (VOs sometimes)	Courts, police, education, social work, VOs	Approx. £14m to LAs (excluding Intensive Support Fund)	£15m

Appendix 2. Methods of community engagement

The chart below indicates the extent to which different types of community engagement activities are used by CPPs to support the work of some of their theme groups.

Examples of different approaches to community engagement include:

- Protocols detailing the nature of consultation between the CPP and communities. The North Lanarkshire CPP is one of several with a Community Engagement Strategy which includes a 'Schedule of Consultations System' to coordinate and plan community consultation exercises by individual partners or the CPP as a whole.

- Community planning conferences to provide a public forum for debating community planning issues and to celebrate achievements. Angus CPP has run conferences annually since 2003.

- In Stirling, staff promoted the involvement of young people in local community planning by recruiting six of them to act as agents. They organised an event for over 100 young people where they planned for the future and worked with the CPP to secure resources for youth services in the area.

- Voluntary Action East Renfrewshire, with assistance from the local authority's community workers, has held events on regeneration and community involvement in community planning. The aim was to raise awareness of community planning among voluntary organisations and volunteers and to begin to look at how they can work together to shape, implement and monitor community planning.

Methods of community participation used by CPP theme groups

Legend:
- Community Safety
- Economic
- Environment
- Health & Well-being
- Lifelong Learning

Y-axis: Percentage of CPPs

X-axis categories: Part of formal membership, Community involvement exercises, Meetings with local community, Surveys of local community, Additional methods

Source: Audit Scotland

Appendix 3. Publication dates of community plans and period covered

CPP	Community plan published	Period covered by community plan (years)	Current status
Aberdeen City	Nov 2001	10	Being reviewed
Aberdeenshire	Mar 2006	4	Using current plan
Angus	Dec 2000	10	Using current plan
Argyll & Bute	Sept 2001	3	To be reviewed in 2006
Clackmannanshire	Feb 2006	3	Using current plan
Dumfries & Galloway	Apr 2004	5	Using current plan
Dundee	June 2005	5	Using current plan
East Ayrshire	April 2003	12	Using current plan
East Dunbartonshire	June 2001	5	Being reviewed
East Lothian	June 2001	5-10	Being rewritten
East Renfrewshire	Dec 2002	Not stated	Being reviewed
Edinburgh	Aug 2005	5	Using current plan
Eilean Siar (Western Isles)	April 2005	Not stated	Using current plan
Falkirk	Mar 2006	4	Using current plan
Fife	Jan 2004	3	Using current plan
Glasgow	Feb 2006	4	Using current plan
Highland	Dec 2004	3	Using current plan
Inverclyde	June 2003	10	Being reviewed
Midlothian	Aug 2002	18	Using current plan
Moray	Mar 2001	5	Finalising new plan
North Ayrshire	Mar 2000	10	Finalising new plan
North Lanarkshire	Apr 2004	4	Using current plan
Orkney	Apr 2003	17	Being reviewed
Perth & Kinross	July 2004	4	Being reviewed
Renfrewshire	Apr 2001	10	Using current plan
Scottish Borders	2000	10	Finalising new plan
Shetland	Jan 2000	10	Using current plan
South Ayrshire	Mar 2006	5	Using current plan
South Lanarkshire	Sept 2005	10	Using current plan
Stirling	May 2002	2	Being reviewed
West Dunbartonshire	June 2000	Not stated	Consultation draft
West Lothian	Dec 2000	10	Being reviewed

Appendix 4. Theme performance indicators

Theme	Range of performance indicators
Community safety	Some common community safety indicators: • Incidents of anti-social behaviour. • Fear of crime. • Road accidents. • Accidents in the home. • Accidental fires in the home. • Drug and alcohol abuse. • Reported crimes, by type (most commonly housebreaking, violent crime, autocrime). • Domestic abuse. Other performance indicators include: • Cost of crime related to council property. • Incidence of trespass and vandalism on railways. • Number of offences for premises selling alcohol. • Number of people who think their neighbourhood is a better place to live in than five years ago. • Number of referrals by Reporter to the Children's Panel for the following reasons: failure to attend school without reasonable excuse, committing an offence, misuse of drugs, alcohol or volatile substances. • Percentage increase in youth facility provisions and activity uptake.
Economic	Some common economic indicators: • Average earnings. • Destination of school leavers. • Unemployment. • Job vacancies. • Employment. • Sickness Benefit/Incapacity Benefit/Jobseekers Allowance/Income Support. • Vocational qualifications. Other performance indicators include: • Employment rates of disadvantaged groups, such as lone parents and ethnic minorities, who are relatively disadvantaged in the workplace. • Number of people receiving job related training. • Hard to fill vacancy rate. • Skills shortage vacancy rate. • Increase the proportion of working age people contributing to a non-state pension. • Stock of VAT registered companies. • Rate of business formation and small business survival against the national average. • Availability of commercial units. • Increase in the local authority area's share of Scottish tourism expenditure.

Theme	Range of performance indicators
Environmental	**Some common environmental indicators:** • Waste recycled/sent to landfill. • Use of public transport. • Fuel poverty. • Scottish Housing Quality Standard. • Water and air quality. • Derelict land. • Natural and semi-natural habitats/biodiversity. **Other performance indicators include:** • Volume of waste to incineration. • Annual traffic volume at key sites. • Miles of path and cycle network in the council area. • Percentage decrease in energy consumption and carbon dioxide emissions. • Energy efficiency in domestic dwellings, as measured by the National Home Energy Rating model. • Amount of renewable energy produced in the council area. • Proportion of electricity demand which is met from local renewable energy sources. • Percentage of new housing developed on brownfield land. • Percentage increase in the number of new buildings that have actively followed sustainable construction procedures and principles. • Number of companies with environmental management systems. • Number of organisations with Green Travel Plans. • Number of businesses in the Green Tourism Business Scheme.

Theme	Range of performance indicators
Health and well-being	Some common health and well-being indicators: • Physical activity/exercise. • Diet. • Low birth weight. • Dental disease in children. • Teenage pregnancy. • Breastfeeding. • Smoking. • Drug and alcohol abuse. • Mortality rates (cancer, coronary heart disease, stroke). • Community care. Other performance indicators include: • Healthy life expectancy figures. • Percentage of population with self-reported good health. • Immunisation uptake. • Childhood mortality. • Percentage of population with limiting long-term illness. • Standard mortality rate for alcoholic liver disease/cirrhosis. • Proportion of population being prescribed drugs for anxiety or depression or psychosis. • Hospital admissions – suicide/deliberate self harm per 100,000. • Incidence of sexually transmitted diseases. • Incidence rate of work related ill health. • Number of delayed hospital discharges (all client groups). • Households assessed as homeless or potentially homeless. • Free school meals – percentage of register entitled. • Number of cases dealt with by Family Support Services. • Children on the Child Protection Register.

Theme	Range of performance indicators
Lifelong learning	Some common lifelong learning indicators: • Pre-school provision. • Educational attainment (percentage of S4 roll). • Working age adults with no qualifications. • Employees accessing lifelong learning. • Literacy and numeracy programmes. • Vocational training opportunities. Other performance indicators include: • Attendance rates (primary and secondary school). • Total number of exclusions (primary and secondary school). • Teacher/pupil ratio (primary and secondary school). • Computer/pupil ratio (primary and secondary school). • Standard Grade achievement of the poorest performing 20 per cent pupils, compared to the performance of all pupils. • Number of young people leaving local authority care with at least English and Maths Standard Grades. • Destination of school leavers. • Proportion of 16-19 year olds who are not in education, training or employment. • Number of over 25 year olds who have undertaken a programme of Further or Higher Education. • Number of people returning to learning in the Further or Higher Education sectors. • Percentage increase in uptake to Further or Higher Education through Wider Access Programmes. • Number of adult learners per area. • Number of adult learning opportunities per area. • Numbers of people taking up Individual Learning Accounts. • An increase in the number of learners progressing from non-accredited to accredited learning. • Percentage of population registered to use library facilities.

Appendix 5. Study advisory group members

Robin Benn	Head of Community Planning Team, Scottish Executive
Liz Bogie	Senior Manager, Scottish Enterprise
Jane Broderick	Community Planning Team, Scottish Executive
Jon Harris	Strategic Director, CoSLA
Heather Koronka	Head of Performance and Improvement Division, Scottish Executive
Colin Mair	Chief Executive, Improvement Service
Stephen Maxwell	Associate Director, Scottish Council for Voluntary Organisations
Alasdair McKinlay	Regeneration and Empowerment Manager, Communities Scotland
David Mellor	Deputy Chief Constable, Fife Constabulary
Douglas Sinclair	Chief Executive, Fife Council and Chair, SOLACE
Andrew Spowart	Head of Central Policy Unit, South Lanarkshire Council
Jennifer Wallace	Policy Manager, Scottish Consumer Council

Community planning: an initial review

AUDIT SCOTLAND