

**LOCAL GOVERNMENT AND REGENERATION COMMITTEE****PUBLIC SECTOR REFORM AND LOCAL GOVERNMENT****SUBMISSION FROM GLASGOW CITY COUNCIL****Strand 1: Partnerships and outcomes**

**How could councils better integrate their partners into the process? How can any legislative or administrative barriers that make partnership working more difficult be overcome?**

On-going discussion and developments around the future delivery of public services in Scotland in how public services are designed and financed will have a major influence on the objectives and outcomes for the Community Planning Partnership in Glasgow.

Faced with the need to reform within an environment of financial restraint, Community Planning Partners in Glasgow are adopting a *One Glasgow* approach to service design and delivery. This approach will review, demonstrate and recommend how the partners can maintain or improve local outcomes in the city while delivering services with fewer resources. More information on the themes being addressed as part of one Glasgow is provided in the response to the third strand of the original query.

**How could the degree of commitment to the process amongst other community planning partners be improved?**

The Community Planning Partnership in Glasgow works on the basis that commitment to shared objectives is best achieved by clearly defining areas of accountability and responsibility in advance and supporting them through the pooling of resources and appropriate performance monitoring.

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

The *One Glasgow* project outlined above is designed to facilitate greater integration in service delivery among Glasgow's community planning partners.

**What steps would facilitate the sharing of budgets in pursuit of shared outcomes?**

Effective budget sharing in the pursuit of shared objectives is best be achieved by demonstrating where this has led to greater efficiency in the pursuit of best practice.

A three year financial settlement is helpful for community planning purposes and the Council would welcome greater consistency in financial planning across the public sector and longer term budgets that would provide some medium term clarity for partners.

It is also necessary to consider decision making arrangements and how pooling of budgets can be formally enabled; particularly with national partners and budgets such as DWP or national agencies in the criminal justice service system. This will be important as partners move more fully towards outcome based budgeting rather than service specific funding.

If partners are to pool resources more effectively to address local priorities and outcomes, they will require greater flexibility and accountability for budgets allocated to them nationally. At present, aspects of a number of partner budgets remain effectively “ring-fenced” or the services to be delivered are prescribed nationally. The Council and its partners would welcome consideration on how greater joint local sovereignty over public sector budgets and spend in the city can be delivered.

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

Glasgow’s Third Sector Interface was established from 1 April 2011 and is tasked with providing support to both local and national 3<sup>rd</sup> sector organisations operating in the area that deliver services at the local level. In addition, they provide support to the promotion of volunteering, the development of social enterprise and serve as the main connection between community planning partners and the third sector.

In addition, *Third Sector Forum* has been established to represent the third sector bodies in their dealings with Community Planning Partners and to create a platform for dialogue and consensus among third sector partners to inform the Community Planning Process.

The Community Planning Partnership is confident that the new governance structure for engagement with the third sector in will improve the relationship between all service providers and also ultimately strengthen the quality of outcomes provided to residents.

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

Glasgow’s community planning partners are supportive of a preventative approach to investment, with early intervention adopted as one of the partnership’s two overarching priorities.

**How is the work of delivery on SOA outcomes managed, coordinated and driven through the various community partnership structures and agreements? How could Single Outcome Agreements be improved to deliver on community planning targets?**

Glasgow’s SOA has been developed through a partnership of Community Planning Partnership representatives. Joint priority outcomes have been developed through workshops attended by representatives from the Strategic Board and Executive Group, with representatives from the partnership’s five strategic theme groups also providing an input into the process. Joint officer groups subsequently developed

detailed performance measures and bi-annual SOA performance reports are presented to the CPP Strategic Board and Executive Group for scrutiny.

Glasgow's community planning partners agree that SOAs should continue to focus on agreed priorities for local communities in the context of national outcomes. The CPP in Glasgow is in the process of reviewing and refreshing the City's SOA during 2012. Some of the essential elements which the CPP will look to secure within the new SOA include:

- a more focused SOA, that concentrates on a key priorities that can be influenced by partnership activity – the SOA should reflect the added value that can be secured by delivering integrated public services
- the SOA should focus solely on joint outcomes for CPP partners
- a greater level of responsibility and accountability agreed amongst CPP partners as to who should lead on the delivery of specific outcomes,
- a move toward greater service integration amongst CPP partners
- the capacity and capability of the third sector to help the statutory public bodies deliver outcomes
- detail of how service integration will be implemented
- how partners can measure the impact on joint outcomes of individual partner contributions

Performance management for all SOAs will require the development and adoption of more meaningful indicators that can track the impact of all types of outcome, in the short, medium and longer terms.

Single Outcome Agreements need to provide all partners with a robust and transparent measure of progress.

**What is the purpose of a Single Outcome Agreement in assisting the delivery of improved outcomes? How are local Single Outcome Agreements developed, and how do they relate to national priorities?**

The process by which Glasgow's SOA is determined is described above. Single Outcome Agreements provide a framework for developing joint outcomes and methods of delivery among local CPP partners, with the outcomes identified representing a distillation of key partner objectives. Because the city's community planning partners and the Scottish Government share the same broad strategic objectives, Glasgow's SOA outcomes are closely aligned to national priorities.

### **How could local authorities and other public bodies contribute more to influencing and improving outcomes in their area?**

Improvements in the SOA process will be achieved through the development of more joint outcomes amongst partners and with the re-design of services to ensure integrated and focused delivery that meets both local and national outcomes. This will be a key objective of the review and refresh of Glasgow's SOA for 2012.

The local authority and its partners have a key role to play in delivering tailored outcomes for residents in Glasgow. Well established Community Planning Partnership governance structures provide partners with the ability to influence policy and service delivery across a range of themes affecting the city.

### **How can arrangements, processes and accountability be improved?**

Glasgow's community planning partners have adopted a preventative and early intervention approach to service planning which, will serve as a basis for evaluating existing arrangements and processes. The process of reviewing and refreshing Glasgow's SOA also provide a focus for activity around joint outcomes.

## **Strand 2: Benchmarking and Performance Management**

### **How can the development of benchmarking help to improve the performance of local authorities in Scotland?**

The benefits that can be derived from the use of benchmarking in the Scottish local authority sector are reliant on the nature of the benchmarking undertaken and the ability of each local authority to implement any relevant improvements. Benchmarking in its most basic format, performance benchmarking, is helpful only in providing comparisons, or league tables, showing where each authority is relative to its benchmarking partners or the whole local authority sector. The real benefit to be derived from benchmarking is to be gained by looking beyond the headline performance information and to undertake functional, or process benchmarking.

Information presented without context, and which does not consider the diversity of Scotland's local authority areas, should only be considered as a starting point, useful for identifying activities or services for more detailed examination by Council's themselves.

### **What are the main challenges in developing performance measurement and benchmarking systems for local authorities across Scotland?**

Local authorities across Scotland vary markedly in geography, scale and socio-economic demography. At a local level, the benchmarking challenge individual authorities face is to develop measures which are appropriate, meaningful and robust framework for their specific context and which allow them to assess the performance in relation to their key challenges. The local context is of significant importance as this will be linked to budget prioritisation and the development of policies, strategies and change programmes.

Each local authority's performance management systems need to reflect their own circumstances and requirements. The degree of overlap across thirty two authorities for benchmarking purposes may therefore be minimal and restrict the range of comparable information available. This is likely to be compounded by the need to ensure that data deriving from activities are in fact compatible, as failure to do this undermines the validity of any outcomes.

Benchmarking can be resource intensive. In the current economic climate and with pressures on resources, it is important to ensure that a national programme of benchmarking would be robust, credible and would deliver value for money.

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

The Improvement Service/SOLACE work has established a methodology, which could potentially be further developed to assist local authorities establish a national benchmarking framework. The approach seeks to mitigate the problem of lack of comparable data, by using the information from the Local Financial Return (LFR) and the Scottish Household Survey (SHS) as common data sources. The approach also promotes the use of smaller benchmarking families to allow authorities to compare themselves with other councils which may be similar in terms of size and scale, and social and economic circumstances. This approach when fully developed may have the capacity to provide a national benchmarking resource.

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

In addition to address the diversity evident across Scotland's thirty two local authority areas, there remain a number of statistical and methodological issues that need to be addressed to further develop a robust and reliable common approach to benchmarking. These issues have been addressed, at least in part, in the development of national surveys such as the Scottish Household Survey and it is likely that further development of these proposals would require a similar input of effort and specialist expertise.

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

The role of Community Planning Partnerships is to provide a collective, joined up approach to service provision, focusing on the shared national priorities and an agreed set of local priorities. The local context for partnerships and their Single Outcome Agreements is key to their approach and to the indicators by which they measure progress toward delivery of the national and local priorities.

The ability to create a benchmarking arrangement which could be utilised by community planning partnerships would largely depend on the identification of a

range of outcome measures common to all partnerships, or agreed partnership 'families' which might be created. The focus of partnerships on relevant local priorities suggests that outcome measures linked to the national priorities might be the most likely source of comparable data. Further work is required to determine whether a significant enough range of outcome measures were in common usage and could form the basis of a suite of comparison indicators.

**Should the Scottish Government have a role in providing national impetus to the development of benchmarking and performance measurement.**

The main impetus in developing local benchmarking and performance measures is to ensure that the framework supports continuous improvement in local service delivery; a process supported by the Best Value Audit process and annual Shared Risk Assessment exercise. In order to add value to existing processes, the development of national benchmarking and performance measures needs to be complement existing local measures and audit functions

**Strand 3: Developing New Ways of Delivering Services**

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

Glasgow City Council has a record of delivering efficiencies underpinned by a robust programme of service reform projects and supported by clear governance and scrutiny by elected members and the Council's Corporate Management Team.

In order to effect cultural change, the Council believes that leadership and joint training at all levels of the organisation is key. The Council has engaged in a number of leadership programmes, including, *Leading With Impact*, a service reform programme engaging senior managers in cross-cutting initiatives and *Shaping the Future*, focussing on strategic leadership.

The *Tomorrows Leaders* programme operated by Glasgow's Community Planning Partnership brings together aspiring leaders from the community planning partners to jointly develop their leadership skills. The programme helps to enhance links between city-wide organisations and therefore supports partnership working.

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

It will be challenging to resolve this completely, as resolution is, partially dependent on growth in other parts of the economy. Glasgow's Economic Commission, which reported in 2011, emphasised the need to maximise private sector growth in key sectors (for example Low Carbon Industries, Life Sciences). It is critical to ensure close alignment of national and local employment programmes with the skill needs of those key sectors.

In order to mitigate against some of the tensions that arise around a reduction of staff and the reconfiguration of services, Glasgow City Council has undertaken a workforce planning exercise. This approach has included the adoption of an early retirement scheme and other ongoing measures such as voluntary arrangements which benefit employees work/life balance and simultaneously reduce the overall pay bill.

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

Local Authorities must consider their legal capacity to implement any proposals. In some cases there may be specific powers contained in legislation, and in other cases the power may be more general such as the power of wellbeing which is contained within the Local Government in Scotland Act 2003. In addition, it may be necessary to consider issues such as: equal pay, TUPE, procurement, a general power of competence and the power of wellbeing.

In relation to shared services, services could be provided through a contractual partnership with a public, private or voluntary sector body. These routes have often been followed in the past to achieve efficiencies in savings.

Local Authorities can also work together to achieve efficiencies through the delegation of functions and decision making to another Local Authority or a Joint Committee formed by the Local Authorities provided this is a true delegation and is not a contract for services. An Authority can also act as a Central Purchasing Body on behalf of other Local Authorities under the EU Rules.

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

The Clyde Valley review led by Sir John Arbuthnott and the McClelland Report into national ICT infrastructure have both outlined opportunities for shared services and infrastructure at a local regional band national level.

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

Some of the lessons learned in Total Place initiatives in England are reflected in the *One Glasgow* project, initiated by the Chief Executives of Glasgow City Council, NHS Greater Glasgow and Clyde, Strathclyde Police, Strathclyde Fire and Rescue, Glasgow Housing Association, the Department of Work and Pensions and Job centre Plus.

Three priority themes have been identified as part of this developing approach, relating to:

- children aged 0-8, specifically early intervention approaches for this group and their families;

- reducing offending targeted at those aged 12 - 25 involved in anti social behaviour or in the criminal justice system, including prisons leavers;
- older people aged 65 and over, specifically those in single households to assist them to live in the community and minimise acute interventions and hospital admissions.

These themes were selected specifically because they affect large sections of Glasgow's population, attract large volumes of Glasgow's total public service expenditure and require the input of a number of diverse organisations. It was felt that, because governance and delivery are complex, and reducing duplication and improving collaboration is difficult to achieve, that these themes could serve as useful exemplars of a different way of working together as public sector partners, which may have significantly wider applicability.

In summary, these topics exemplify the types of challenges that One Glasgow was designed to tackle. They provide both a frame of reference and a 'test bed' for a genuinely transformational approach to public service management and delivery.

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

By prioritising early intervention and preventative measures and by embedding them in collaborative working arrangements such as *One Glasgow*, it should be possible to fundamentally address some of the underlying issues affecting Glasgow's citizens.

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

Caring for vulnerable members of the community is a priority issue for Glasgow.

It is a challenging agenda to deliver, particularly to provide support and assurance to service users and carers about any new approach. And the pace of reform must be matched by clear communication and support to those who require the service and their carers.

Through the Clyde Valley health and social care work stream, the council continues to work with other councils to identify find new ways of working and commissioning that position the Council as suppliers of social work services in partnership with providers, including the third sector.

Resources and expertise will be harnessed to design services around the individual needs of people, delivering the right outcomes for service users and shifting the balance towards a greater focus on early intervention and the prevention of problems. Engaging service users in delivery often identifies opportunities for further reform and service improvement, which the Council will seek to utilise.

Glasgow City Council  
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