



Community Planning Aberdeen

Progress Report	Community Planning Aberdeen Outcome Management and Improvement Framework
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Governance Group	CPA Board – 27 February 2017

Purpose of the Report

This report presents the proposed Outcome Management and Improvement Framework for Community Planning Aberdeen. It ensures that the Partnership has arrangements in place for the effective, systematic and collaborative scrutiny of community planning outcome improvement at a city wide and locality level.

Summary of Key Information

1 BACKGROUND

- 1.1 The Aberdeen City Local Outcome Improvement Plan (LOIP) 2016-26 was endorsed by Community Planning Aberdeen on 22 August 16. It identifies the key priorities for partnership working to secure improved outcomes for the City of Aberdeen and its communities over the next ten years.
- 1.2 A review of Community Planning Aberdeen's (CPA) governance and accountability structure was conducted following publication of the LOIP to ensure the Partnership is effectively organised to deliver the city wide plan and emerging Locality Plans. The final recommendations of the review were approved by the CPA Board on 12 December 2016. The new structure includes five Outcome Improvement Groups, a Community Justice Group, a Community Engagement Group and three new Locality Partnerships. The relationship between CPA and the existing Alcohol and Drugs Partnership is also clarified by the new structure (See Appendix 1). These groups are accountable to the CPA Board, via the Management Group, for delivery of the Local Outcome Improvement Pan and Locality Plans. Implementation of the new structure is now underway.
- 1.3 This report details proposals for the implementation of an Outcome Management and Improvement Framework to further strengthen CPA's governance and accountability arrangements and to ensure effective, systematic and collaborative scrutiny of outcome improvement.

2 OUTCOME MANAGEMENT AND IMPROVEMENT FRAMEWORK

2.1 The Outcome Management and Improvement Framework illustrated in the diagram below (See also Appendix 2) is based on the Plan-Do-Study-Act (PDSA) cycle. This cycle of continuous improvement is common to all quality improvement methodology and provides a robust foundation for CPA's outcome management and improvement arrangements. It is core to the Model for Improvement which is the methodology which has been adopted by Community Planning Aberdeen as stated in the Aberdeen City Local Outcome Improvement Plan 2016-26.



2.2 The following sections of this report explain each component part of the Outcome Management and Improvement Framework and key proposals for monitoring and reporting.

3 PLAN: STRATEGIC LEVEL COMMUNITY PLANNING

3.1 Local Outcome Improvement Plan and Locality Plans

3.1.1 The Aberdeen City Local Outcome Improvement Plan 2016-26 provides the shared vision and focus for partnership working between public services and communities in Aberdeen. Underpinning the city wide LOIP, are three Locality Plans which are currently in development for:

- Torry
- Northfield, Middlefield, Heathryfold, Cummings Park, Mastrick
- Seaton, Tillydrone, Woodside

3.1.2 These plans are targeted at some of the most disadvantaged communities in Aberdeen to tackle inequalities of outcome in ways which are most effective and relevant to the lives and circumstances of people living in these areas.

3.1.3 The LOIP and Locality Plans provide the focal point for the issues on which CPA and partners account publicly to local communities for community planning in their area, as required by the Community Empowerment Scotland Act 2015. They state clearly and specifically what will be different for communities as long-term outcomes in 10 years; and the contributory outcomes, indicators and targets by which progress towards these will be demonstrated over the short and medium terms.

3.2 Outcome Improvement Delivery Plans

3.2.1 Sitting in between the city wide LOIP and targeted Locality Plans are a range of partnership and single system plans. These plans focus on specific subject areas. For example, crime, affordable housing, delayed discharges, school attainment etc. The groups established as part of the new CPA Infrastructure approved in December 2016 (See Appendix 1) have a critical role in making the links between these different areas to achieve improved outcomes. The groups will develop an Outcome Improvement Delivery Plan which details the key actions required at this middle tier to ensure successful delivery of the high level LOIP and targeted Locality Plans.

3.2.2 This creates a three tier community planning system in Aberdeen City which ensures a golden thread runs through the plans at all levels of the Partnership (See Appendix 3 for Aberdeen's golden pyramid).



3.2.3 The LOIP and Locality Plans are formally approved by the CPA Board. Locality Plans are also approved at a local level by three new Locality Partnerships. Outcome Improvement Delivery Plans are submitted to the CPA Management Group to provide assurance that partners are effectively mobilising resources to ensure delivery of the LOIP and Locality Plans.

3.2.4 Individual partner's strategic plans also form part of the middle tier of community planning. To further strengthen the golden thread, partner plans should clearly articulate how they link to the Aberdeen City Local Outcome Improvement Plan and Locality Plans.

3.2.5 Aberdeen City Council has redesigned its internal strategic planning framework so that it can clearly demonstrate the contribution it is making to the delivery of the LOIP and Locality Plans. Service plans are now structured around the four strategic partnership themes of:

- **People**
- **Place**
- **Economy**
- **Technology**

3.2.6 The new format service plans use driver diagrams, in the same way as the LOIP and locality plans, to break down high level aspirations into tangible improvement actions and measures. Council service plans are monitored and reported through the Council's Committee structure to provide assurance to the Council that it is playing its part effectively in the work of the Partnership to achieve better outcomes. Other Community Planning Partners in Aberdeen have also begun to integrate the LOIP and Locality Plans within their own strategic planning frameworks. Individual partner's plans will continue to be approved by the relevant governance body of the organisation.

4 DO: DELIVERY OF PLANNED WORK

4.1 New CPA Structure

4.1.1 Delivery of the Local Outcome Improvement Plan and Locality Plans will be taken forward by the groups established as part of the new CPA structure (See Appendix 1). This includes five Outcome Improvement Groups, responsible for overseeing delivery of the five priorities within the LOIP; and three Locality Partnerships responsible for overseeing delivery of the three Locality Plans. The other three groups in the structure ensure that the Partnership is delivering its duties in relation to community justice, drugs and alcohol; and is effectively engaging with communities in the progression of community planning. Implementation of the new structure commenced following approval by the CPA Board on 12 December 2016. Starter packs have been prepared for each of the new groups in the structure, with a request to hold first meetings by March 2017.

4.1.2 The task for the new groups in the structure will be to break down the primary and secondary drivers detailed in the LOIP, into the tertiary drivers that the groups will progress. Tertiary drivers are the more detailed actions and interventions that are required to achieve the improvement aims. Some of this work may already be taking place by the Partnership and demonstrating a positive impact, in which case the group will manage delivery of these activities using standard programme/ project and business management principles.

4.1.3 Other areas of the LOIP, where improvement aims are particularly ambitious, are likely to require a significant change to how services are currently being delivered. It is some of these areas which will benefit most from the application of a more robust quality improvement methodology.

4.2 Quality Improvement Methodology

- 4.2.1 There are many different models of quality improvement. Well known examples, predominantly used in the private sector, include Six-Sigma, Lean Improvement, and Kaizen Blitz. Community Planning Aberdeen has committed to using the Institute of Health Improvement Model. This is the model which has been adopted by the Scottish Government for public service reform and is widely used across Scotland to make improvements in health and early years services.
- 4.2.2 The methodology uses the PDSA cycle, referred to at para 3.1, to test whether a change is resulting in improvement before it is implemented on a larger scale or made permanent, thereby saving precious time and money. The model supports rapid improvement by moving through multiple PDSA cycles in quick succession, over a strictly defined period of time. It ensures that decisions made about investing in new ways of working are based on robust evidence of impact and improvement data. These improvement projects have become commonly known as 'Tests of Change'. See Appendix 4 for further information on the Model for Improvement.
- 4.2.3 Application of this or any improvement methodology should only be carried out where improvement aims cannot be achieved by hard work alone and where significant innovation and change is needed. The methodology can be resource intensive and requires a particular skill set, including strong data analytical skills. So it should only be used where it is relevant to do so. It is important to prioritise improvement activity for the areas which need it most, rather than attempt to improve everything at once.
- 4.2.4 In recognition of the potential that improvement methodology has to identify changes that can transform and regenerate Council services, Aberdeen City Council has made a significant investment in training staff in the use of the model. NHS Grampian has also dedicated significant resources to supporting staff to utilise the model to bring about long and lasting improvements in health services.
- 4.2.5 Aberdeen City Council and NHS Grampian have staff with improvement experience and expertise gained through involvement with the Scottish Government's Early Years Collaborative and Scottish Patient Safety Programme. Aberdeen Council of Voluntary Organisations (ACVO) also has a team of improvement coaches trained in the Model for Improvement, available to support improvement project teams across the Partnership. The Scottish Community Development Centre (SCDC) is currently supporting work in the Torry Locality to build the community's capacity to engage with improvement methodology.
- 4.2.6 A development programme is currently being prepared for Community Planning Aberdeen which will seek to capitalise on these and other national resources. The programme will provide a range of development opportunities on an ongoing basis to help build improvement capacity across the entire partnership; including the communities themselves.

4.3 Working in Partnership with Communities

4.3.1 Community Planning Aberdeen has developed an Engagement, Participation and Empowerment Strategy which cements the Partnership's commitment to doing business in a way which involves local communities. A new Community Engagement Group is being established to drive forward delivery of the strategy at a city wide and locality level. It will advise and support the CPP Board, Management Group and Outcome Improvement Groups on effective approaches to engage and involve communities in public service planning, delivery, monitoring and reporting. It will be an important link between the strategic perspective of the CPA Board and the priorities and perspectives of communities across Aberdeen.

5 STUDY: OUTCOME MANAGEMENT AND REPORTING

5.1 Effective scrutiny and challenge by Community Planning Aberdeen requires a clear reporting framework. The difference between management of outcome improvement and reporting is set out in the table below.

	Outcome Management	Outcome Reporting
Purpose	Supports continuous improvement activity	Provide public assurance on progress, service quality and good use of public resources
Timescale	Ongoing – proposals within this report are for updates to every meeting of the Management Group	Regular – proposals within this report are in line with the Community Empowerment Act which requires Annual public outcome reporting
Audience	Partner staff, Outcome Improvement Groups	CPA Board members, Communities, Public
Tools Used	Detailed actions plans, operational improvement measures, internal management reports	High level action plans, outcome related improvement measures, published reports

5.2 Outcome Improvement Reporting

5.2.1 The CPA Board and Management Group require regular reports to be able to monitor progress against the priorities within the Local Outcome Improvement Plan and Locality Plans. The CPA Board and Management Group will take appropriate action to address barriers to progress and will also hold partners to account for their contribution. Community Planning Aberdeen also needs to meet its statutory duties in relation to public outcome reporting. It is proposed that the CPA outcome improvement reporting framework includes the reports set out below.

5.2.2 Annual Outcome Improvement Reports

The Community Empowerment Act (CEA) 2015 requires Community Planning Aberdeen to report progress against the Local Outcome and Improvement Plan and Locality Plans annually for the period 1 April to 31 March. Reporting must focus on improvement in the achievement of outcomes and how CPA has participated with community groups during the reporting year. It is proposed that the first Annual Outcome Improvement Report against the Local Outcome Improvement Plan 2016-2026 is produced in August 2017. This report will also include key outcome highlights against the new Locality Plans 2017-27, with the first full Annual Outcome Improvement Reports against each Locality Plan being produced in August 2018.

5.2.3 Six Month Outcome Improvement Reports

A Six Month Outcome Improvement Report against the LOIP and Locality Plans will be produced for the Management Group to provide an interim update on progress delivery. It is proposed that the first Six Month Outcome Improvement Reports against the LOIP and Locality Plans is produced in January 2018.

5.2.4 Interim Outcome Improvement Exception Reports

In between annual and six month reports, the Management Group will receive exception reports. Whilst the six month and annual outcome improvement reports look at all areas of the LOIP and Locality Plans, the intervening exception reports will report only on the areas where there is a significant update in terms of improvement activity or availability of improvement data. The exception reports may also provide an update on an area where this has been specifically requested by the CPA Management Group/ Board. It is proposed that the first exception report is produced in May 2017. Whilst improvement data may be limited at this point, it will enable the Partnership to test the format of the report.

5.2.5 The introduction of these reports will enable whole system monitoring to take place at every meeting of the CPA Management Group and annually to the CPA Board to support robust scrutiny and challenge. It is proposed that whole system reporting is more effective than taking a themed approach to outcome improvement reporting which would see each priority being considered by the CPA Management Group only once a year. All reports will be publicly available on the Community Planning Website.

5.2.6 These reports will not prevent the CPA Board or Management Group from requesting a progress report directly from a Partner, Outcome Improvement Group or Locality Partnership on a particular aspect of their work. For example, Community Engagement or Community Justice. Similarly, Partners, Outcome Improvement Groups and Locality Partnerships could request to put items on a CPA Board or Management Group agenda at any point during the year.

5.3 Content, Format and Production

- 5.3.1 The content of the outcome improvement reports will be tailored to the audience to meet their different requirements. For example, reports to the Management group will provide an update on improvement activity and performance against improvement measures and aims. The focus of the reports to CPA Board will be on the impact of these improvement efforts on our longer term outcomes, measured by the place based indicators within the LOIP. We will also ensure that information is produced in an easy to understand format for members of the public to ensure we meet our public performance reporting duties.
- 5.3.2 Production of the outcome improvement reports will be coordinated centrally by the Community Planning Team, which will undertake quality assurance of the information coming through from the Outcome Improvement Groups and Locality Partnerships. The Community Planning Manager will Chair a regular meeting of the lead contacts from each Outcome Improvement Group and Locality Partnership to ensure that they are supported in meeting their reporting requirements.
- 5.3.3 A first task for the Lead Contacts Group will be to collaborate on a proposed format for the outcome improvement reports. The intention is to keep the format of the outcome reports as clear and concise as possible.

Members of Lead Contacts Group	
Michelle Cochlan (Chair)	CPA Board/ Management Group
Matt Lockley	Aberdeen Prospers Group
James Simpson	Integrated Children's Services Board
Gail Woodcock	Resilient, Included and Supported Group
Wendy Robertson	Digital City Group
TBC	Sustainable City Group
Sandy Kelman	Alcohol and Drugs Partnership
Val Vertigans	Community Justice Group
Jo Mackie	Torry Locality Partnership/ Community Engagement Group
Paul Tytler	Tillydrone Locality Partnership
Kay Diack	Northfield Locality Partnerships

- 5.3.4 The group will take into account how individual partners currently report on performance within their own organisations to streamline processes as far as possible. For example, Aberdeen City Council uses the outcome reporting system Covalent to capture and generate data reports which could be used by the Partnership.
- 5.3.5 The format for each outcome improvement report will differ slightly to meet the needs of the audience. Over the course of the year the information reported will be a combination of [run charts](#), qualitative information, benchmarking and improvement case studies.

5.4 Outcome Improvement Reporting Calendar

5.4.1 The table below sets out the dates for reporting to the CPA Management Group and Board for the remainder of 2016/17 and for 2017/18. For an overview of the full annual reporting calendar, see Appendix 3.

	Management Group	Board
2016/17		
Outcome Management and Improvement Framework	30 January 17	27 February 17
Minute of first meetings of Outcome Improvement Groups	27 March 17	
2017/18		
Minute of first meetings of Outcome Improvement Groups	29 May 17	
Annual Outcome Improvement Report 2016/17	7 August 17	11 Sep 17
Outcome Exception Report	30 October 17	
Six Month Outcome Improvement Report	January 18	
Outcome Exception Report	March 18	

5.4.2 A review of the effectiveness of the new outcome improvement reporting framework will be conducted at the end of 2017/18 to inform arrangements for 2018/19.

6 ACT: EVALUATION AND ACTION

6.1 The final component of the outcome improvement cycle is to undertake self-evaluation. The outcome improvement reports being introduced will enable CPA to make judgements about whether the Partnership is making sufficient progress in the delivery of the LOIP and Locality Plans. Where improvement initiatives are not evidencing the desired impact, the Partnership will adjust its delivery plans to ensure we deliver agreed improvement aims. This may involve taking a different approach or redirecting resources elsewhere. Where results evidence improvement, the Partnership will consider whether the work can be scaled up and/ or spread.

6.2 As well as evaluating performance in delivering the Local Outcome Improvement Plan and Locality Plans, CPA would benefit from using a broader range of quality indicators to understand how effectively it is operating as a Partnership in the round. For example, in fulfilling its statutory duties in terms of community planning, scrutiny and challenge, deployment of joint resources, engaging customers, developing staff etc. Introducing a self-evaluation model such as How Good is Our Partnership or the Public Service Improvement Framework will ensure that the Partnership is self-aware in terms of strengths and weaknesses and is never reliant on external auditors to judge how the Partnership is performing. This is an area which will be explored further as part of the CPA development programme referred to at para 4.2.6.

7 NEXT STEPS

7.1 The table below includes the key milestones and indicative timescales for the implementation of the outcome management and improvement framework.

Key Milestone	Timescale
CPA Development Programme considered by CPA Board	24 April 2017
First meetings of the new Outcome Improvement Groups and Locality Partnerships	Mar 2017
First Annual Outcome Report against the Local Outcome Improvement Plan 2016-26	Aug 2017
First Annual Outcome Report against the Locality Plans 2017-27	Aug 2018

Recommendations for Action

It is recommended that members of the CPA Board:

- i) Agree the proposed overall CPA Outcome Management and Improvement Framework explained at para 2.1;
- ii) Note how the Model for Improvement, the Partnership's chosen improvement methodology, is embedded within this overall framework at para 2.1 and 4.2;
- iii) Note that a development programme will be presented to a future meeting of the CPA Board to support staff across the Partnership in the implementation of this Outcome Management and Improvement framework, see para 4.2.6;
- iv) Agree the introduction of the three Outcome Improvement Reports and reporting calendar detailed at para 5.2 and 5.4;
- v) Note that the content of the Outcome Improvement Reports will be appropriately tailored for the audience receiving them: CPA Board, Management Group and members of the public; and
- vii) Note next steps.

Opportunities and Risks

Outcome improvement involves gathering, analysing and acting on performance information to improve services and the quality of people's lives in the local community. Having an effective outcome management and improvement framework will help Community Planning Aberdeen assess whether the Partnership is delivering on the priorities within the Local Outcome Improvement Plan 2016-26 and Locality Plans. It will provide assurance to the Partnership and the public that Community Planning Aberdeen is contributing towards better outcomes with and for local communities.

Consultation

The following people were consulted in the preparation of this report:

Members of the CPA Management Group
James Simpson, Development Officer, ACC
Martin Murchie, Policy Outcome and Parliamentary Liaison Manager, ACC
Sacha Will, Improvement Manager, ACC

Background Papers

The following papers were used in the preparation of this report.

[Final Report on the Review of Community Planning Aberdeen Infrastructure – CPA Board, 12 December 2016](#)

[Locality Planning Report – CPA Board, 20 June 2016](#)

[Local Outcome Improvement Plan 2016-26](#)

[Community Empowerment Act 2015](#)

[Improving Community Planning in Scotland, Audit Scotland 2013](#)

[Managing outcome: are you getting it right? Audit Scotland 2012](#)

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APPENDIX 1

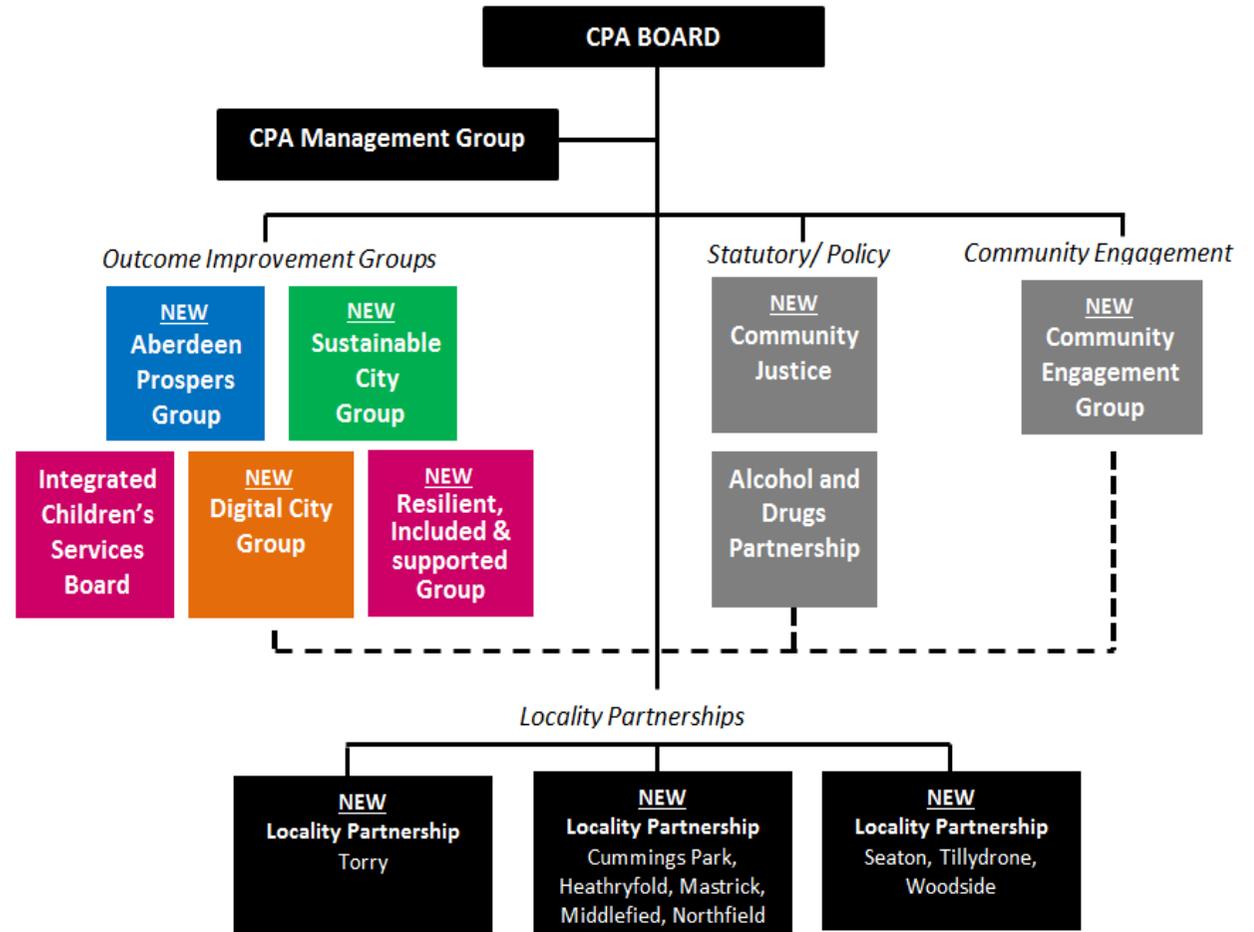
GOVERNANCE AND ACCOUNTABILITY STRUCTURE

The CPA Board provides strategic leadership and direction for Community Planning across Aberdeen. It will scrutinise overall delivery of progress against this Local Outcome Improvement Plan (LOIP) and the underpinning Locality Plans to ensure improved outcomes across all areas of Aberdeen.

The CPA Management Group is accountable to the CPA Board and will oversee the delivery of progress by five new Outcome Improvement Groups, a new Community Justice Group, Alcohol and Drugs Partnership, and new Community Engagement Group.

These groups facilitate effective joint working across Community Planning partners and with communities to ensure delivery of the LOIP and locality plans remain on track, and to advise the CPA Board of any additional action required to overcome barriers.

Locality Partnerships will also be established with communities to oversee the delivery of Locality Plans to ensure that improved outcomes are being achieved for our most disadvantaged communities in Aberdeen.



APPENDIX 2

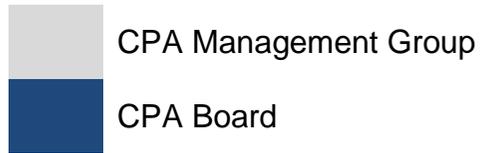
OUTCOME MANAGEMENT AND IMPROVEMENT CYCLE



APPENDIX 2

ANNUAL REPORTING CALENDAR

Report Title	Governance Group	Lead	Mar	May	Aug	Sep	Oct	Dec	Jan
Outcome improvement Exception report	Management Group	Community Planning Team							
CPA Six Month Outcome Improvement Report	Management Group	Community Planning Team							
Outcome Delivery Plans reported to Management Group	Management Group	Outcome Improvement Groups							
CPA Annual Outcome Improvement Report	Management Group and Board	Community Planning Team							
Locality Annual Outcome Improvement Reports	Management Group and Board	Locality Partnerships							
Annual Public Outcome Improvement Summary	Management Group and Board	Community Planning Team							



APPENDIX 3

COMMUNITY PLANNING ABERDEEN'S GOLDEN PYRAMID

The golden pyramid illustrates the links between the layers of planning which exist to ensure that public services across the City are working in partnership at every level of our organisations to deliver better outcome for our communities. See page 8 of the [Aberdeen City Local Outcome Improvement Plan](#).

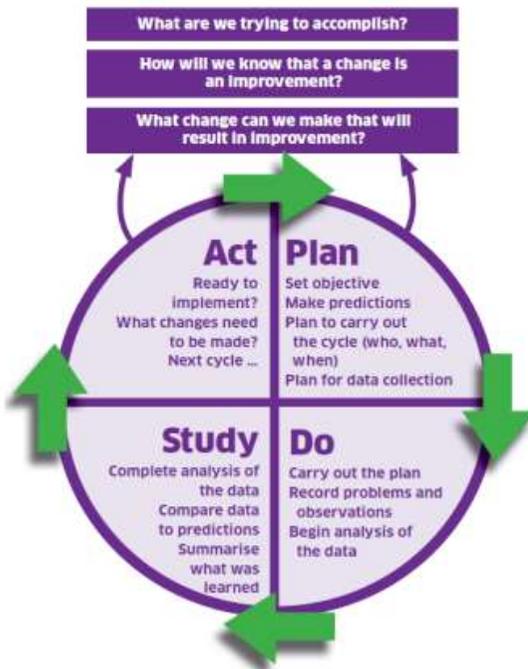


APPENDIX 4

INSTITUTE OF HEALTH IMPROVEMENT (IHI)

MODEL FOR IMPROVEMENT

CPA has committed to adopt the Model for Improvement for driving improvement activity across the Partnership. It is a structured approach to improvement which can be used for any area of business and is designed to break down change into manageable chunks. Each small part is then tested to make sure that the things we are aiming to improve are actually improving. Designed by the Institute of Health Improvement (IHI), it has been widely used by the Scottish Government and NHS to deliver improvements and is currently being rolled out across local government; specifically in the area of Early Years. Aberdeen's Integrated Children's Services Partnership has a number of improvement projects underway using this methodology.



[For further information, see link to free online courses below:](#)



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