

West Lothian Community Planning Partnership



 ACCOUNTS COMMISSION

 AUDITOR GENERAL

Prepared by Audit Scotland
October 2014

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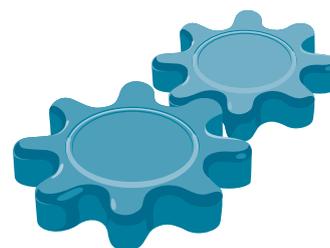
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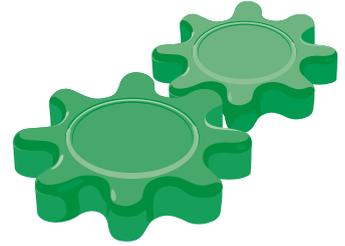
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Exhibit data

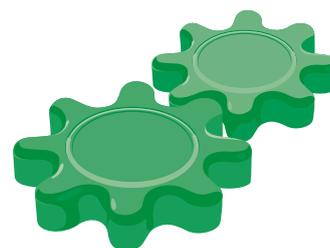
When viewing this report online, you can access background data by clicking on the graph icon. The data file will open in a new window.

Commission findings



- 1** The Commission notes the report by the Controller of Audit and the Auditor General for Scotland on community planning in West Lothian.
- 2** The Commission recognises that West Lothian Community Planning Partnership is a mature partnership which reflects the long history of good collaborative working in West Lothian. Good progress in improving outcomes for the communities of West Lothian demonstrates the effectiveness of the partnership.
- 3** We are pleased to note that a culture of partnership working is prevalent across a wide range of partners. Good self-awareness means that the partnership has a clear understanding of – and is able to set out clearly – how it can improve further. In particular, it is encouraging that elected members of West Lothian Council have become actively engaged in the partnership.
- 4** Features of the approach in West Lothian that deserve to be commended include the investment made in co-locating services, and the dedicated staff resource to help support the partnership.
- 5** We note that the partnership has decided to base its single outcome agreement on a broad range of outcomes rather than on a small number of priorities. In a time of reducing resources, the role and work of the partnership’s Resource Aligning Group will be vital in developing the partnership’s approach to joint resourcing of its work. Equally as important will be better alignment between the strategic agenda in the single outcome agreement and local partnership working. A next step will be the partnership being able to show how its locality planning is delivering the improved outcomes achieved at strategic partnership level.
- 6** In order to improve the effectiveness of the CPP, the board:
 - needs, in its leadership role, to be more effective in scrutiny of performance and in challenging the contribution of individual partners
 - needs to make more effective use of its good performance information through better reporting to its citizens in order to achieve an improved awareness of the work and achievements of the partnership.
- 7** If the partnership is to achieve its full potential it will be essential for each partner organisation to ensure a clearer and closer alignment towards its priorities and those of the CPP.

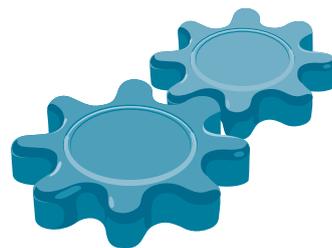
Key messages



- 1** There is a long-standing and strong tradition of partnership working in West Lothian. Relationships between partners are good and joint working is an integral part of day-to-day activities. This has resulted in many examples of innovative and effective approaches to delivering joined-up services and improving outcomes for local communities. The community planning partnership (CPP) has made good progress in improving outcomes relating to the economy, community safety and aspects of health and wellbeing.
- 2** The CPP has agreed an ambitious vision for West Lothian. The culture and maturity of partnership working provides a strong basis for the CPP to move forward and meet the challenges ahead. The CPP is effective at promoting and facilitating partnership working but collectively the CPP Board could provide stronger strategic direction and scrutiny.
- 3** The CPP's governance is complex, particularly in the context of council and external partners' own governance arrangements. This can make accountability less clear, particularly for how partners collectively hold each other to account for delivering their contributions to the Single Outcome Agreement (SOA).
- 4** The CPP is still at an early stage of understanding how it can use the financial and other resources available to it most effectively to achieve the SOA outcomes. It is important that the CPP identifies further opportunities for joint resourcing as the pressure continues on partners' budgets.
- 5** Partners have continued to invest in partnership centres to deliver co-located services and these have improved how partners work together to meet the needs of local communities. There is scope for the CPP to integrate local planning and service delivery more closely with the SOA. The CPP's work on local regeneration will be an important part of this.
- 6** Partners are well placed to implement public sector reform. Good progress has already been made in integrating significant aspects of health and social care. The CPP Board should strengthen its oversight of these reforms and consider the risks and opportunities they present to achieving the SOA outcomes.

- 7** The CPP has good performance information. It needs to use this more effectively to identify the priority issues it needs to act on, in particular at a neighbourhood level. It should also explore how it can use this information to show the difference CPP activities are making in improving outcomes for local communities and reducing the gap between its most and least deprived areas.
 - 8** The council takes an appropriate role in effectively administering the CPP and providing clear leadership. The CPP is committed to improvement and has a comprehensive improvement plan that addresses many of the areas set out in the Statement of Ambition.
 - 9** At the time of the audit the CPP was going through a period of significant change. It had renewed its SOA, taken steps to improve its performance management, revised its governance arrangements and developed its use of performance information through its strategic assessment. It will need to raise its game further if it is going to make significant improvements in how it manages resources, reduces the inequalities gap and involves communities in planning and delivering services in their areas.
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Background



West Lothian

1. West Lothian is located between Glasgow and Edinburgh in Scotland's central belt and benefits from major rail and road links from its main towns. It is a medium-sized local authority area covering 165 square miles, of which two-thirds are mainly agricultural. The main centres of population are Livingston, Bathgate and Linlithgow.

2. The population is about 176,000 with a projected increase between 2012 and 2037 of 11.7 per cent; the tenth highest rate of population growth in Scotland's 32 local authority areas. It has a higher percentage of under 15s than Scotland as a whole (20 per cent compared to 17 per cent). The percentage of people over 75, currently just under six per cent, is projected to more than double over the next 20 years. However, the proportion of older people is expected to remain below the national average. The growing population places demands on services such as housing, education and older people's care but also provides opportunities for economic growth.

3. West Lothian compares favourably with Scotland as a whole in areas such as employment, crime and education ([Exhibit 1, page 8](#)). Its relative levels of deprivation are lower than for Scotland as a whole. There is room for greater progress in the areas of youth unemployment and aspects of health and wellbeing. [How is West Lothian performing?](#) section gives more information on progress with outcomes in West Lothian.¹

4. West Lothian's economy has changed significantly over the last 15-20 years, moving from traditional manufacturing to high technology and research and development. Major job losses in electronics manufacturing (about 2,000) have been offset in recent years by growth in the retail and service sectors. Diversification remains an important local economic development theme.

5. Average earnings are below the national average, but unemployment is relatively low at three per cent compared to the Scottish average of 3.4 per cent. The percentage of working age people claiming key benefits, such as Jobseeker's Allowance and other income-related benefits, is slightly below the Scottish average of 16 per cent. However, there are significant differences in outcomes between West Lothian's least and most deprived areas ([Exhibit 2, page 8](#)).

West Lothian is a good place to live, the growing population will place increasing demands on services

Exhibit 1

The West Lothian context

West Lothian compares favourably to the rest of Scotland for some indicators and less favourably for others.

	West Lothian	✓/✗	Scotland
Life expectancy – men (2010-12)	77.1	✓	76.6
Life expectancy – women (2010-12)	80.1	✗	80.8
Percentage of children living in poverty (2011)	17.1%	✓	18.5%
Employment rate (2013/14)	74.2%	✓	71.5%
Positive follow-up destinations for school-leavers (2012/13)	88.2%	✗	90%
Number of recorded crimes per 10,000 population (2012/13)	459	✓	520

✓ Compares well to Scotland

✗ Compares poorly to Scotland

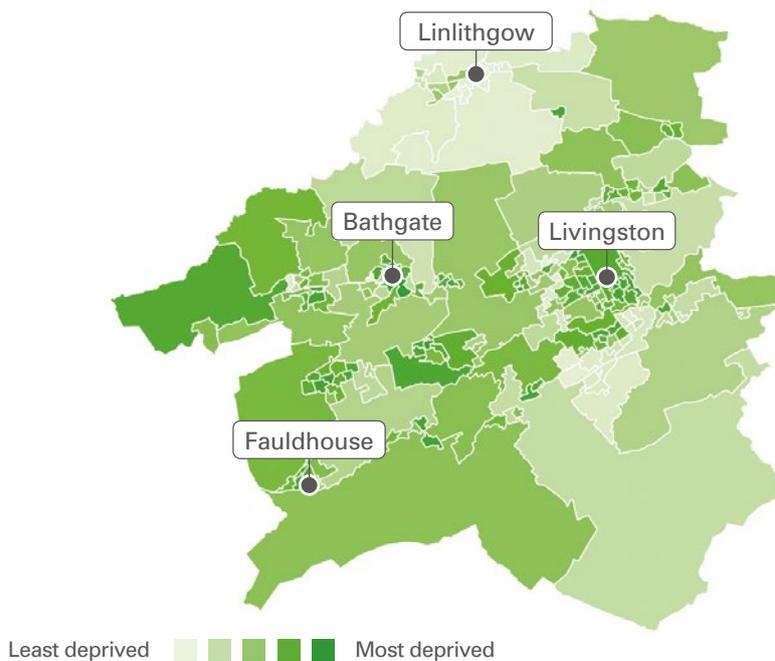
Note: Positive destinations include employment, further or higher education, taking part in a national training programme or volunteering.

Source: General Register Office for Scotland; Scottish Neighbourhood Statistics; HM Revenue and Customs

Exhibit 2

Deprivation levels across the West Lothian area

There are significant differences in deprivation levels across West Lothian.



Source: Scottish Index of Multiple Deprivation 2012

Community planning and public sector reform

6. Community planning partnerships (CPPs) exist in all 32 local authority areas in Scotland to coordinate and improve how local public services are planned and delivered. They bring together a range of public, private and voluntary organisations, which work together to improve outcomes, such as raising life expectancy and reducing crime and inequalities for local people. The statutory basis for community planning was set out in the Local Government in Scotland Act 2003. However, the council and partners in West Lothian have been actively involved in community planning since 1999.

7. Following the Christie Commission report in 2011, the Scottish Government reviewed community planning.² In 2012, the Scottish Government and Convention of Scottish Local Authorities (COSLA) set out their expectations for community planning in the Statement of Ambition.³ Their expectation was that CPPs would become the main focus for improving public services at a local level.

8. A number of ongoing changes in how public services are delivered affect the role of CPPs including:

- Scotland's new national police and fire and rescue services
- the integration of adult health and social care services
- welfare reform
- the reform of colleges
- the introduction of the Children and Young People (Scotland) Act 2014
- the Scottish Government's announcement to abolish community justice authorities.⁴

About the audit

9. In 2012, the Scottish Government asked the Accounts Commission to lead audits of individual CPPs to assess their performance. During 2012/13, Audit Scotland reviewed three CPPs.⁵ Our audit of the West Lothian CPP is one of five audits we are conducting during 2013/14.⁶ We carried out the audit shortly after West Lothian agreed its priorities for community planning for the ten-year period from 2013 to 2023.

10. This is a joint report prepared by the Controller of Audit and the Auditor General for Scotland under Section 102(1)(c) of the Local Government (Scotland) Act 1973 (as amended) and Section 23 of the Public Finance and Accountability (Scotland) Act 2000 respectively.

11. The objectives of our audit were to assess the following:

- To what extent has West Lothian CPP set a clear strategic direction, agreed by all partners, that reflects West Lothian's needs?
- Are West Lothian CPP's governance and accountability arrangements appropriate and do they allow it to improve outcomes for local people?

- How effectively is West Lothian CPP encouraging collaborative behaviour among staff and using its resources, including money, staff and property, to deliver joint priorities and outcomes?
- How well is West Lothian CPP delivering the outcomes contained in its Single Outcome Agreement (SOA)?⁷

12. The **Appendix** outlines our approach to the audit. As part of the audit, we reviewed in detail three themes particularly relevant to West Lothian to assess how effectively the CPP is taking a lead on improving outcomes. These are:

- employability as part of its economic development activity
- reducing reoffending as part of how it manages offenders
- local partnership working in the two contrasting local areas of Fauldhouse and Linlithgow.

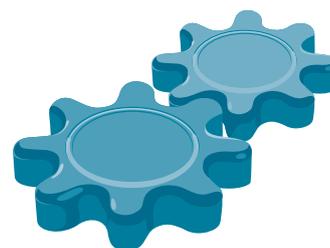
13. This is primarily an audit of the West Lothian CPP, rather than a review of how effectively local partners are working together. We focused on:

- the structures, planning and activities agreed by the CPP to meet the expectations in the Statement of Ambition
- how the CPP contributes to improving the outcomes for people living in the area.

14. We appreciate that at the time of the audit, the CPP partners were in a period of significant change. We are grateful to everyone who contributed to our work including all the community planning partners we spoke to and the council representatives who helped us with our audit work.

Part 1

What is the CPP aiming to do?



Key messages

- 1** The CPP has agreed an ambitious and wide-ranging vision described in its SOA. This was based on a detailed assessment and analysis of contextual data for West Lothian and is supported by a number of strategies and plans designed to achieve the agreed outcomes.
- 2** The CPP has a well-established performance management system. It recognises it needs to improve its understanding of the data and issues at a local neighbourhood level, in particular around the differences in outcomes in some communities. It has plans in place to do this.
- 3** The CPP should improve the way it reports publicly on its performance across its SOA priorities and targets.

CPP partners worked well together and made good use of information to develop a joint vision for West Lothian

15. The CPP's 2013–23 SOA mirrors the long-term vision set out in the West Lothian community plan 'Towards 2020'. The SOA outcomes closely align with the priorities set out in the Scottish Government's National Review of Community Planning. They focus on areas including children and young people, the economy and employment, older people, and health and wellbeing ([Exhibit 3, page 12](#)).

16. CPP partners were well engaged in developing the SOA priorities. This included a development day attended by 80 representatives from all partner organisations and other stakeholder groups, and a series of eight workshops.

17. Prevention is a central theme of public sector reform. Prevention is where potential problems are identified and action is taken to intervene at an early stage to prevent them from happening or resulting in worse outcomes. Prevention and early intervention are prominent in the SOA through references to the CPP's Prevention Plan and Anti-Poverty Strategy. The Statement of Ambition also emphasises inequalities as a significant issue. Partners have recognised the marked differences in outcomes across West Lothian's communities and the SOA includes 'tackling inequality' as a core theme.

the CPP has an ambitious vision, it is improving its understanding of local data and issues

Exhibit 3

West Lothian CPP priorities

The local priorities in West Lothian's SOA reflect national priorities.

National policy priority	West Lothian priority	West Lothian outcomes	National outcome
 Early years	Maternity and child health	Our children have the best start in life and are ready to succeed.	5
 Employment	Adult literacy and numeracy raising attainment, financial stability and security for our communities	We are better educated and have access to increased and better-quality learning and employment opportunities.	2 3 4
 Economic recovery and growth	Diversify West Lothian's economy	Our economy is diverse and dynamic, and West Lothian is an attractive place for doing business.	1 3
 Safer and stronger communities, and reducing offending	Building strong communities	We live in resilient, cohesive and safe communities.	9 11 13
	Protecting people at risk	People most at risk are protected and supported to achieve improved life chances.	8
 65+ Outcomes for older people	Older people	Older people are able to live longer independently in the community with an improved quality of life.	15
 Health inequalities and physical activity	Health life expectancy and physical and mental wellbeing	We live longer, healthier lives and have reduced health inequalities.	6
 –	Waste education – greener	We make the most efficient and effective use of resources by minimising our impact on the built and natural environment.	12 14

Source: West Lothian CPP: Achieving Positive Outcomes, 2013–23 Single Outcome Agreement

18. The partnership carried out a strategic assessment of the West Lothian area to develop the priorities in the 2013–23 SOA ([Case study 1, page 13](#)). This used a wide range of data from different partners to identify the main issues facing West Lothian as a whole, but it provided limited data specific to local areas within it. The CPP recognises this as an important area to develop. In February 2014, it recruited an analyst to develop its use of locality data to understand local issues.

19. The CPP consulted the public in innovative ways on its community planning priorities. The partners contacted local communities and interest groups across West Lothian to capture their views and aspirations. Over 900 people took part in this process. Community artists and visioning techniques were used to inform the vision for the 2010–20 community plan. The CPP used the National Standards for Community Engagement as the framework for monitoring and evaluating the engagement activity.

Case study 1

The West Lothian strategic assessment

In 2012, the CPP undertook a strategic assessment to help identify the priorities for its new SOA. Partners gathered and shared data on social, economic, environmental health and community safety indicators for the West Lothian CPP area. The Scottish Government provided training as part of this process. The strategic assessment provided a comprehensive range of indicators and measures and incorporated the Citizen Panel 2010 quality of life survey findings. The voluntary sector also undertook a public consultation exercise to engage with communities over the SOA.

The CPP held a priority-setting day in September 2012. Partners used the strategic assessment and wider consultation feedback to decide the 2013–23 SOA priorities for West Lothian. Representatives from all partners attended the event including West Lothian College, the police, the fire and rescue service, the Community Health Care Partnership (CHCP), local third sector organisations and a wide range of council services.

Source: Audit Scotland using information from West Lothian CPP

The CPP has simplified its approach to the SOA planning process

20. The CPP has combined its community plan and SOA into the current 2013–23 SOA which now sets out a longer-term vision. It has also reduced the number of outcome priorities from 15 in its previous SOA to eight in the current SOA. This has helped improve its focus and reduce areas of overlap.

21. However, the SOA still covers a wide range of activity. The eight priority outcomes are supported by about 120 associated performance indicators and over 30 strategies and plans such as the economic strategy and the reducing reoffending strategy.

22. There are differing views about whether the CPP should prioritise its work further to deal with the main strategic issues facing West Lothian. Some partners consider that the priorities are all interlinked and equally important to West Lothian. So, for example, better health can lead to more employment opportunities which in turn can reduce crime and antisocial behaviour. Other partners consider that employment, particularly for young people, should be the main priority.

23. The CPP has chosen to take a more broad-based approach in its SOA, rather than focus on a small number of specific priorities. With this approach, the CPP Board must ensure it is effectively overseeing the wide range of work being done and is clear about how different strategies are contributing to achieving the agreed outcomes. The CPP should consider developing a risk register to help the board identify and manage the risks associated with delivering the SOA.

24. While the CPP wants to tackle the broad social and economic issues within West Lothian, partners also need to prioritise how they use their increasingly limited resources. The CPP anticipates that the work of the Resource Aligning Group (RAG) will help the CPP to meet this strategic challenge. But it is also important that it understands how specific activities delivered through SOA's supporting strategies have contributed to improvements.

25. The CPP should also clarify how it plans to prioritise the available resources and partner activities towards reducing the gap in outcomes between the most and least deprived communities in West Lothian. This is a long-term objective for the CPP and is reflected in several strategies underpinning the SOA. As yet there is limited information on the specific approaches the CPP plans to use to address this issue.

The CPP has good performance information but could improve how it reports progress

26. The CPP has a strong and long-standing focus on performance. Partners jointly use an electronic performance management system to share performance information. Performance indicators give a broad overview of progress for each outcome. Most of these include baseline measures: short-term (one year), medium (three year) and long-term (ten year) targets.

27. Each indicator in the SOA has an indicator owner who is responsible for updating the performance management system and highlighting changes. Each SOA outcome is assigned to a thematic forum and lead officers report progress to the CPP steering group.

28. The CPP scrutinises a wide range of performance information. The steering group is the main forum where performance data is scrutinised. While there is a wealth of good performance data, performance reporting can be lengthy and over-complicated. Groups may receive several performance reports, sometimes with different breakdowns of the same information. Until recently, performance reports did not routinely highlight specific areas of concern or identify where strategic discussion might be required to address a particular issue.

29. The CPP acknowledges this and has started to improve and simplify its performance reporting. In April 2014, it introduced exception reporting, identifying performance highlights or where things are not going as planned. The CPP steering group also introduced a cycle of dedicated meetings to examine outcome themes in depth.

30. The CPP uses the council's widely circulated *Bulletin* newsletter to tell the public about partnership activities, such as its health and wellbeing initiatives. The CPP needs to improve how it reports publicly on its performance across all of its SOA priorities. The CPP's annual progress reports tend to focus on areas that are performing well, and do not give an objective account of performance across all of the SOA outcomes.

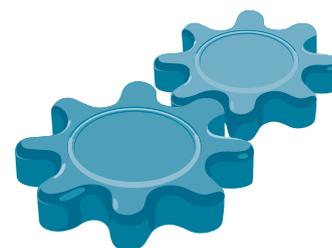
Recommendations

The CPP should:

- 1** improve its understanding of the risks associated with delivering the SOA
 - 2** clarify what it plans to do to reduce inequalities and meet the needs of local communities
 - 3** improve its public reporting of progress against all the SOA outcomes.
-

Part 2

How is the CPP run?



Key messages

- 1** The council leads and administers the CPP effectively, but collectively CPP partners do not provide strong strategic direction or scrutiny.
- 2** The CPP's governance is complex, making accountability for partners' contributions to the SOA less clear.
- 3** The CPP has evolved and has a well-established improvement process that is consistent with the Statement of Ambition.
- 4** Partners have well-developed arrangements for integrating health and social care services. The CPP Board needs to increase its oversight of these and other areas of public sector reform.

The CPP's governance arrangements are complex

31. West Lothian CPP was established in 1999 and includes 15 partner organisations: West Lothian Council, NHS Lothian, Police Scotland, Scottish Fire and Rescue Service, Voluntary Sector Gateway West Lothian, West Lothian College, SRUC Oatridge Campus, West Lothian Chamber of Commerce, Scottish Water, Association of Community Councils, Department of Work and Pensions (DWP), West Lothian Leisure, West Lothian Youth Congress, Skills Development Scotland and the South East of Scotland Transport Partnership (SEStran).

32. The CPP has a wide and inclusive membership, which it keeps under review. It needs to build stronger relationships with the voluntary sector and is aware of this. It is currently working with the Scottish Government and Improvement Service to improve relationships as part of a Getting it right for every child (GIRFEC) project. It is also looking at how it can increase involvement of other third sector organisations, such as housing partnerships and social enterprises, in the partnership. The CPP invites additional partners to meetings when it is appropriate, for example representatives from major manufacturing companies.

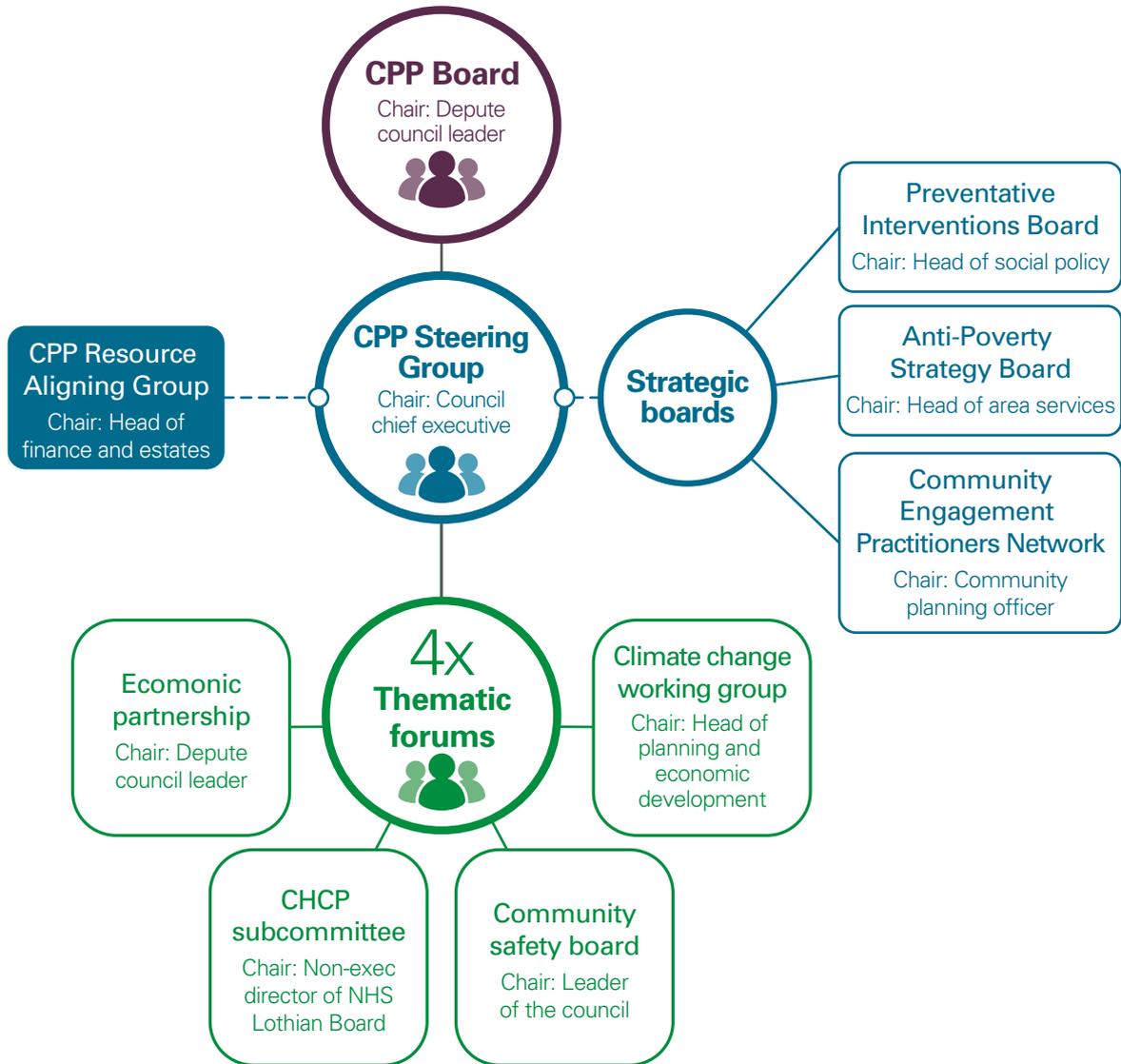
33. The CPP Board has senior representatives from all partner agencies. It meets four times a year, and is chaired by the depute leader of the council. Its remit is to provide the strategic leadership for the partnership. The CPP Steering Group also meets quarterly and progresses the work of the board. The CPP has a number of thematic and cross-cutting groups that are responsible for delivering different parts of the SOA ([Exhibit 4, page 16](#)). Under these broad theme groups, a number of subgroups cover some more specific policy or service areas.

the CPP Board needs to take a stronger strategic role

Exhibit 4

West Lothian CPP governance structure

The board oversees the CPP's work with the support of the steering group, thematic forums and strategic boards.



Source: West Lothian CPP

34. The CPP has reviewed the partnership agreement and revised its roles and remits. These were agreed in February 2014. However, the nature of community planning means that structures and accountability remain complex. The wider context of the council's and partners' own governance arrangements and other multi-agency groups with a West Lothian focus further complicates the picture. For example, community safety performance information is reported to both the council's committee responsible for monitoring police services and to the CPP's community safety board. Similarly the CHCP subcommittee reports to the CPP Board, the CHCP Board, and NHS Lothian.

35. Some partners we spoke to were not always clear about the roles of the various groups in the CPP. Examples included the respective roles of the strategic boards and thematic forums, or how these related to other groups they sat on. There is a risk that the high numbers of groups could lead to activity being duplicated or some issues being neglected.

36. Given this range of reporting and the number of different groups charged with governance and accountability, it is important that the council and its community planning partners are clear on:

- the role of the various CPP groups in setting or influencing the strategic direction of the SOA
- how the work of these groups is integrated into their own planning and scrutiny arrangements.

37. This will help to ensure that the activities of these different groups are complementary and avoid possible duplication. It will also help the CPP focus on challenging partners about how they are contributing to delivering the SOA as opposed to other aspects of performance.

38. The Statement of Ambition identifies the important role for local elected members in CPPs. Councillors are well represented throughout the CPP, particularly on the board which has five councillors. This includes the deputy leader of the council, who chairs the board.

39. Partners described relationships in the CPP as mature with differences being discussed and worked around constructively. Councillors contribute to debates, provide scrutiny, particularly at local and thematic group level, and are able to focus on CPP-wide issues. The CPP provides training to councillors, for example by organising development sessions on the new SOA and on health and social care integration. Specific training needs are identified in councillors' personal development plans.

West Lothian Council leads and supports the CPP effectively, but partners need to take more collective ownership of the SOA

40. The council runs and facilitates the CPP effectively and appropriate to its role: the deputy leader chairs the CPP Board; the council chief executive chairs the steering group; and mainly council officers or councillors chair the various thematic forums ([Exhibit 4](#)). The CPP is supported effectively by a small council-based community planning team, located within the chief executive's office.

41. The Statement of Ambition emphasises that CPPs should operate as genuine boards that hold partners to account for delivering the SOA. The CPP works well in bringing partners together, sharing knowledge, and making new ways of working possible. The CPP Board does not, however, provide strong leadership or strategic direction for how the CPP partners should best direct their resources. Similarly, it does not effectively scrutinise or challenge partners' contributions to delivering the SOA or progress against targets.

42. CPP Board meetings have long agendas and allow little time for discussion or for scrutinising performance. Agenda items are mostly for noting rather than for decision-taking. Some partners would welcome a stronger focus on actions

where partnership working can deliver most benefit. The CPP recognises this and is reviewing its CPP Board meetings to make them more engaging.

43. The council encourages partners to take part in the various CPP groups. Some partners commented that their ability to attend CPP meetings can be limited, especially with the number of multi-agency groups working in the area. Despite these constraints, the CPP should consider how to encourage greater collective ownership for delivering the SOA. For example, it could consider involving a wider range of partners in chairing CPP groups and subgroups as well as leading on particular projects.

44. Partners have started using the CPP Board to consult over their strategic plans, for example the NHS clinical strategy. This is a positive development and allows partners to raise issues such as the importance of transport and accessibility to healthcare.

The CPP has clear plans in place to meet the changing expectations for community planning

45. The CPP has been proactive in reviewing and adapting its structures and activities ([Exhibit 5, page 19](#)). It has a development plan ([Exhibit 6, page 20](#)) to strengthen the partnership's capacity to deliver the outcomes set out in the SOA. The CPP agreed this in 2011 and updates it regularly through events including a self-assessment exercise using a framework developed by the Improvement Service. Progress against the plan is discussed at the CPP Board.

46. The CPP's development plan is wide-ranging and covers aspects of the CPP structure, processes and behaviours. The areas covered in the plan are consistent with the Scottish Government's programme of reforms and the Statement of Ambition.

Partners are well placed to deliver public sector reform, but the board needs to strengthen its oversight

47. The Statement of Ambition states that effective community planning will be at the core of public service reform. These reforms are leading to major changes to the way public services are delivered, including, integrating adult health and social care, prevention and early intervention, welfare reform and establishing single police and fire and rescue services.

48. The maturity of partnership working in West Lothian means that the CPP is well placed to deliver the aspirations for communities that public service reform is intended to achieve.

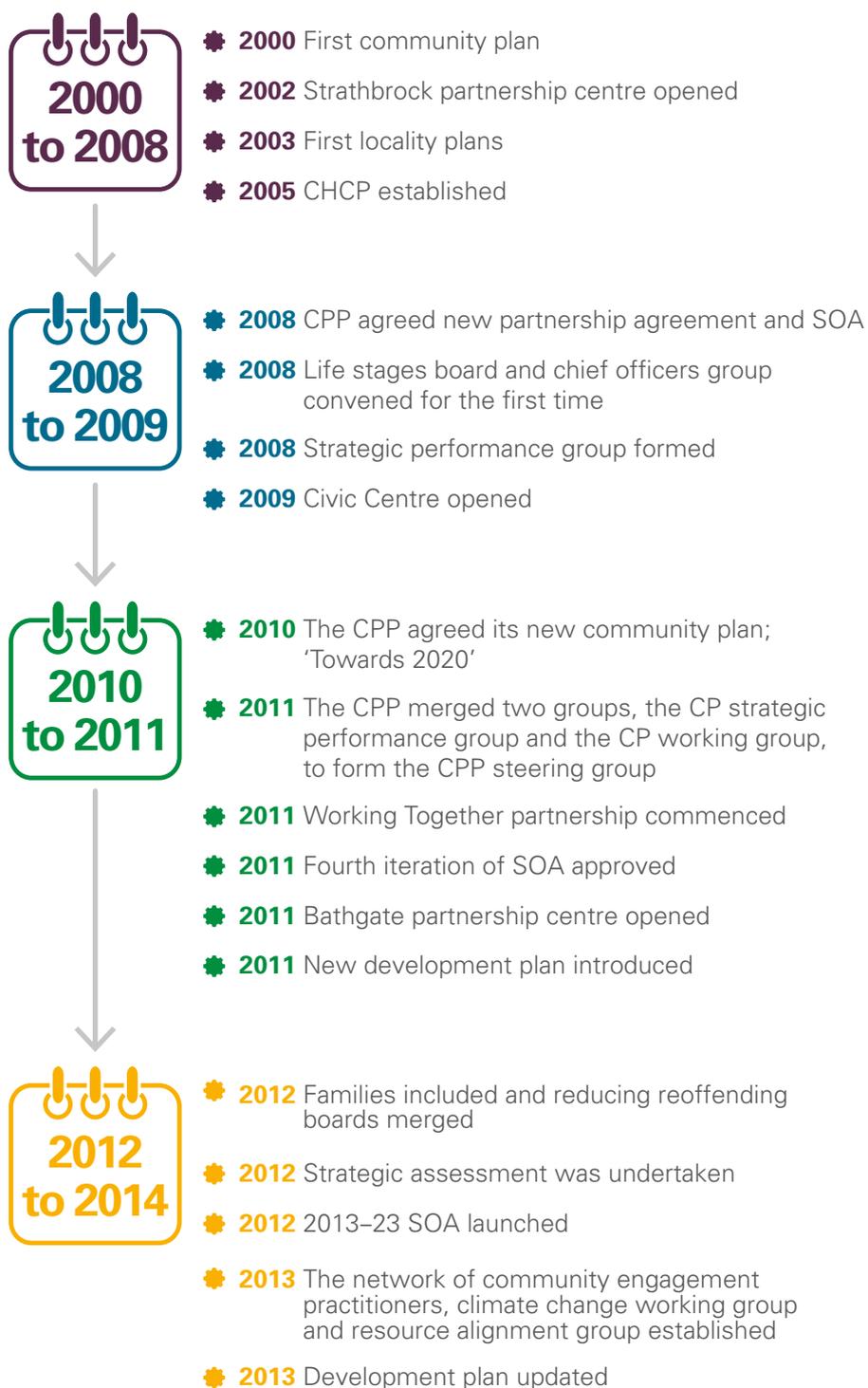
Health and social care integration

49. The CHCP has a single joint director for health and social care, and already has closely integrated management and working practices in place for many of its operational teams. These include delayed discharges, crisis care, mental health and the alcohol and drug partnership. The existing arrangements and strong relationships between partners are a good foundation for further integration within these services.

Exhibit 5

Timeline of West Lothian CPP

Work carried out by the CPP since 2000 to review and adapt its structures and activities.



Source: Audit Scotland with information supplied by West Lothian CPP

Exhibit 6

Development plan activity

The development work the CPP is doing to deliver the SOA.

 Activity	 Progress
Strengthen links between Community Planning and Regeneration	Regeneration Strategy approved February 2014. Review to improve the effectiveness of Local Area Committees, June 2014.
Expanding Strategic Assessment down to local level	CPP analyst recruited to develop West Lothian profiles. Corporate GIS system in place to make better use of data and information.
Governance structure, accountability and membership review	Partnership self-assessment discussed at the special board meeting in June 2013. Terms of Reference approved in February 2014 and CPP membership reviewed. Working group in place to take forward Public Service Collaborative Learning initiative.
Prevention	Prevention Plan in place to report to the Preventative Interventions Board and CPP steering group. Early Years Collaborative activity ongoing.
Community Engagement	Community Engagement Plan and Community Engagement Practitioner's Network in place. Citizens' Panel review and new Quality of Life survey completed in May 2014. Partnership Communication Plan approved in June 2013.
Equalities	Conferences for equality forum members held in November 2013 and June 2014. Equalities training and forum induction pack developed.

Source: Audit Scotland with information supplied by West Lothian CPP

50. West Lothian CPP is in the final stages of considering how it will deliver integrated health and social care services. The CHCP Board and subcommittee together provide the role of shadow board. In common with some other CPPs, partners have yet to define the role and remit of the CPP Board in relation to the new arrangements. The CPP Board has not had an active role in this, with limited evidence of discussions at the CPP Board meetings. The CPP Board should strengthen its oversight and understanding of how the new arrangements will impact on delivering the SOA, including associated risks and opportunities.

Prevention

51. Prevention and early intervention are a strong feature of many partnership initiatives. The CPP has agreed a comprehensive ten-year prevention plan (2013–23). This identifies 68 existing prevention projects in the national priority areas and identifies a number of broad areas to focus on in the future, such as reducing reoffending and alcohol misuse by young people. It refers to about £11.7 million already allocated to preventative programmes through change funds. Progress against the prevention plan is recorded in the CPP’s performance management system and reported through the Preventative Interventions Board to the CPP.

52. The plan does not yet clearly explain how prevention will be integrated into the other work of the CPP. For example, it does not outline the respective roles of the thematic groups and the Anti-Poverty Strategy Board in implementing the prevention plan or identify how the broad range of activities will be prioritised.

Welfare reform

53. Welfare reform is a further significant piece of legislation that CPPs need to plan for. The CPP has been proactive in taking measures to respond to this. Its anti-poverty strategy sets out a range of measures to alleviate poverty, including a workstream to manage the impact of welfare reform. The strategy covers all aspects of poverty and includes activities to maximise income, help people become more employable, prevent homelessness, promote healthy lifestyles, improve access to affordable food options, education, and digital inclusion.

Police and fire reform

54. Operational working arrangements have been maintained between the CPP, Police Scotland and the Scottish Fire and Rescue Service (SFRS). Partners have not identified any significant issues. The CPP has considered local fire and police plans for West Lothian and these are consistent with the SOA. It should ensure that it monitors the new arrangements for police and fire and rescue services to identify any risks or issues relating to delivery of the SOA.

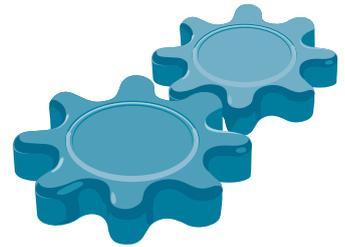
Recommendations

The CPP Board should:

- 1** give stronger direction on how partners should target the resources and activities needed to deliver the SOA
 - 2** ensure it holds partners to account for the contribution they make to the SOA
 - 3** increase its oversight of public sector reform, identifying associated opportunities and risks to delivering the SOA.
-

Part 3

How does the CPP use resources?



Key messages

- 1** Partners in West Lothian have a strong and long-standing culture of partnership working and there are many examples of innovative and effective joint practice, including a number of partnership centres.
- 2** The CPP promotes good relations among partners and facilitates partnership working, but it needs to understand partners' contributions to the SOA better.
- 3** Public sector bodies in West Lothian collectively spend about £1.1 billion. The CPP is at the early stages of understanding how this money could be best directed towards achieving the SOA outcomes.
- 4** West Lothian benefits from having local planning arrangements in place. It is taking steps to integrate these further into community planning. The CPP is developing its approach to consulting with and involving local communities.

Collaborative working is strong in West Lothian

55. Partnership working is well established in West Lothian. Our 2005 audit of best value and community planning found that 'joint working is a particular strength and has resulted in easier access across a range of related services'. This has continued, with partners being committed and enthusiastic about working together.

56. In West Lothian, partnership working is a strong feature across many services, such as those that:

- help older people to live independently in their own home
- reduce reoffending
- target families facing difficult circumstances.

57. The good relationships built up over the years and supported by the CPP have helped partners respond quickly to issues such as the closure of the Vion food manufacturing plant in 2013 that resulted in 1,700 redundancies.

[Case study 2 \(page 23\)](#) gives more of examples of good partnership working in West Lothian.

the ethos
is that we
all work
together.
I would
never tackle
something
alone

Focus group
participant

Case study 2

Examples of partnership working

Daily tasking group

The daily tasking group is an example of how CPP partners share intelligence and work together to deal with community safety issues within the area. The group draws members from the West Lothian Community Safety Unit, Safer Neighbourhood Team, Scottish Fire and Rescue and Police Scotland. It discusses incidents from the previous day that would benefit from a partnership response. For example, the group has worked together to tackle fire-raising and talked to families to help prevent vandalism and antisocial behaviour.

West Lothian Working Together Group

The West Lothian Working Together Group works to reduce unemployment in Fauldhouse by making employment services accessible to residents within their own community. Jobcentre Plus and West Lothian Council deliver an outreach service, the first model of its kind in Scotland, with two members of Jobcentre Plus staff based full-time at Fauldhouse Partnership Centre and West Lothian Council staff providing outreach sessions. Their clients can access a work club which promotes contact with potential employers, an IT suite and courses to help them apply for jobs, improve IT and Internet skills. Jobcentre Plus also regularly shares information with the council about clients affected by welfare reform. This information has been used to target affected families through a 'door-knocking campaign' to offer access to relevant support services. The West Lothian Working Together Group has identified a list of potential outreach sites for the co-location model, carrying out assessments for Craigshill and Armadale.

Families Included

Families Included, established in April 2013, provides targeted support to those families facing chronic and complex difficulties who require more partner resources. The two-year project complements the work of statutory services that do not have the time or capacity to work intensively with whole families. The team is governed by a multi-agency steering group who report directly to the Preventative Interventions Board. A key worker coordinates services; this encourages information sharing and swift responses.

The project has demonstrated promising early outcomes and cost savings. An evaluation of Families Included found that at referral each family's demand on services was on average £105,000 per year, or over £2 million for the 22 families involved. After six months referrals to services involved in child protection, crime, education support and antisocial behaviour decreased significantly. The CPP will now evaluate the cost implications of this and decide if the practice can be adopted more widely.

Source: Audit Scotland with information supplied by West Lothian CPP

58. Partner organisations encourage and support collaborative behaviour. West Lothian Council, West Lothian College, West Lothian Leisure, and Skills Development Scotland all identify the need to work with CPP's in their organisations' strategies. Others recognise partnership working as a core

competency for their staff. The council's senior manager competencies include partnership working and the SFRS has 'working with others' as a core competency.

59. Joint training and development are more limited within the CPP itself. At the time of the audit the CPP was carrying out a collaborative learning programme supported by the Scottish Government and was consulting with partners over its focus.

60. The CPP needs to improve its understanding of how partner actions contribute to the SOA. The strategic plans for West Lothian Council, West Lothian Leisure, and West Lothian College link individual actions to the most relevant SOA outcomes. As such the plans can be said to be consistent with the SOA. The CPP does not, however, monitor how these activities contribute to the SOA.

61. Partners share and use data well compared with many other CPP areas. The CPP makes good use of shared information through its joint working, shared locations, and shared access to data analysts. Some partners expressed concern that perceived data protection issues continue to be a barrier in some areas, for example sharing health-related information.

62. We found some good practice in overcoming these barriers. For example, the DWP and council services share information on clients in Fauldhouse to improve the service and help identify opportunities for people seeking work. The CPP should build on this good practice, and identify where agreeing protocols can help overcome barriers to sharing personal data.

Partners spend over £1 billion on public services in West Lothian

63. The Scottish Government and COSLA's *Agreement on Joint Working on Community Planning and Resourcing*, published in September 2013, expects community planning partners to:

- share resource planning information and budget assumptions with each other at an early stage
- work together through CPPs to deploy resources to achieve the jointly agreed priorities set out in the SOA.

64. We estimate that together public sector CPP partners spend some £1.1 billion in West Lothian, with the council and the NHS together making up about 60 per cent of this ([Exhibit 7, page 25](#)). The Voluntary Sector Gateway's 2012 *State of the Sector* report estimated that spending by the third sector in West Lothian was about £77 million.⁸

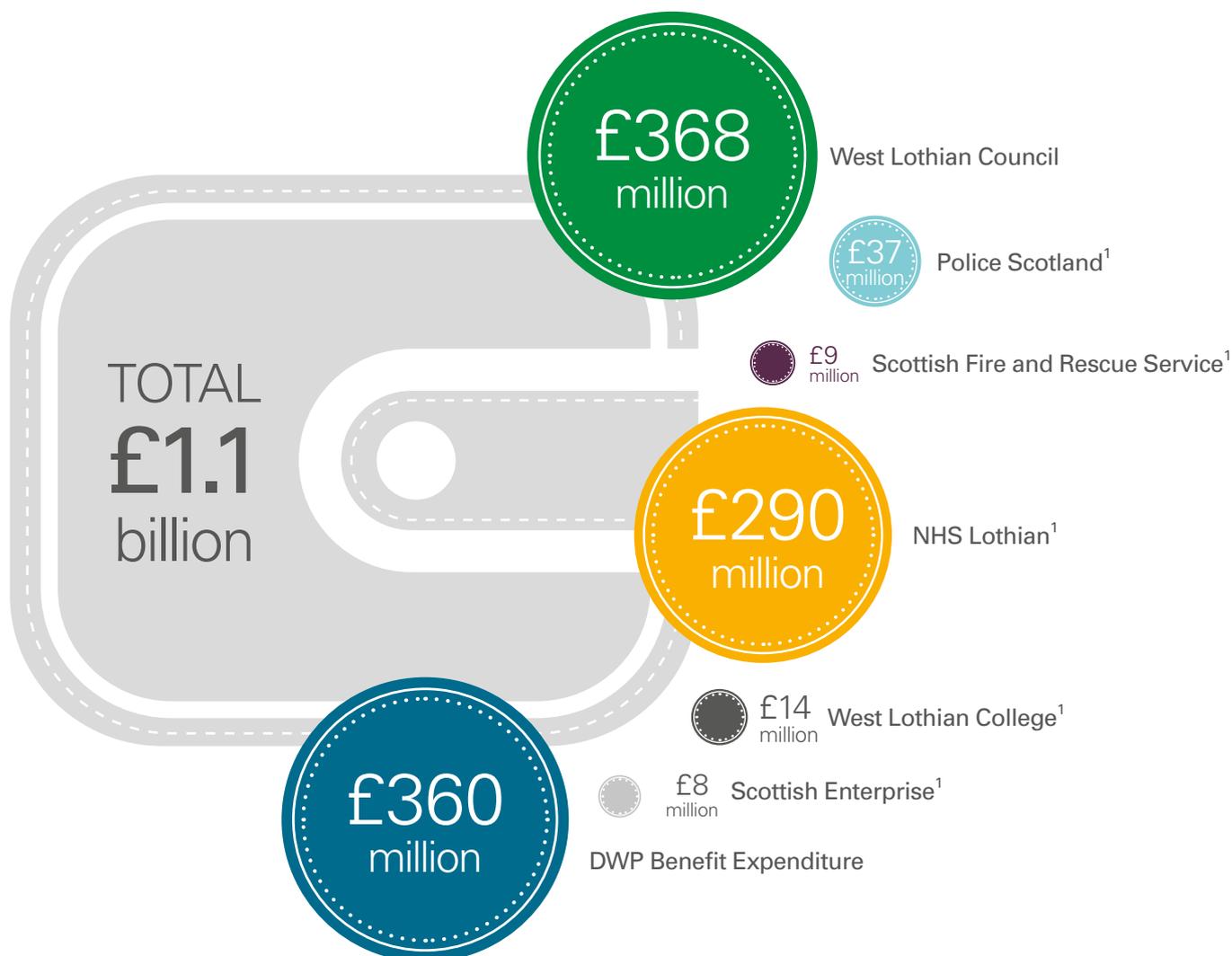
65. The CPP focus is on shared working using joint teams and shared premises. In common with many CPPs it does not directly manage the budgets and other resources used to deliver the SOA outcomes. Individual partners tend to meet the costs of their own contributions to community planning from their own budgets without these being reported to or managed by the CPP itself.

66. The CPP has a small dedicated team of 4.5 posts comprising: the CPP development manager, 1.5 development officers, a CPP analyst and a CPP accountant. The council meet most of the cost of supporting the CPP of about £210,000, with a small contribution from the NHS.

Exhibit 7

Total spend by the CPP public sector partners

Public sector partners in West Lothian spent over £1 billion in 2012/13.



Note: 1. Pro-rata estimates based on population, SESTRAN funding not shown as less than £1 million.

Source: Audit Scotland analysis of West Lothian partners' audited 2012/13 accounts

67. Partners were generally of the view that aligning budgets was preferable to pooled budgets. They highlighted practical difficulties to pooling budgets, such as different accounting regulations, budget-setting timetables and funding sources. Partners also viewed differences between local authority and health regulations and budget planning timescales as a barrier to joint financial planning and budget-setting.

68. The only pooled budgets the CPP use are those linked to the government's change fund initiatives. These are ring-fenced for specific areas usually requiring partnership working, such as care for children and older people. The council manages these change funds, with input from the relevant partners.

The CPP is developing its understanding of how its shared resources could be used more effectively to deliver the SOA

69. The *Agreement on Joint working on Community Planning and Resourcing* expects community planning partners to jointly identify and manage the resources they need to deliver better outcomes for communities.⁹ The CPP established its Resource Aligning Group (RAG) in late 2013 in response to this. Its purpose is to improve the partnership's ability to target its resources to increase its impact. The group will map the resources available across the partnership and determine how best the CPP can use these to deliver each of the SOA outcomes.

70. The group is chaired by the council's head of finance and estates and has members from across the partnership. At the time of the audit the group was at its early stages. It had set out baseline information as to how partners structure their budgets, and had issued a template for partners to set out more detailed information based on their 2014/15 budget. Some of the issues that the RAG identified included the following:

- National organisations such as NHS, Police Scotland, SFRS and Skills Development Scotland had difficulties identifying local budgets; information on workforce and local property assets was more easily available.
- Some partners aligned their plans with the SOA, but this did not extend to allocating and budgeting resources.
- Partners who share the West Lothian boundary, including the council and West Lothian College, were better able to link their budgets to the SOA local priorities.
- Organisations in the voluntary sector are well placed to identify resources as they are generally grant-funded and must justify their spending for each project or area.

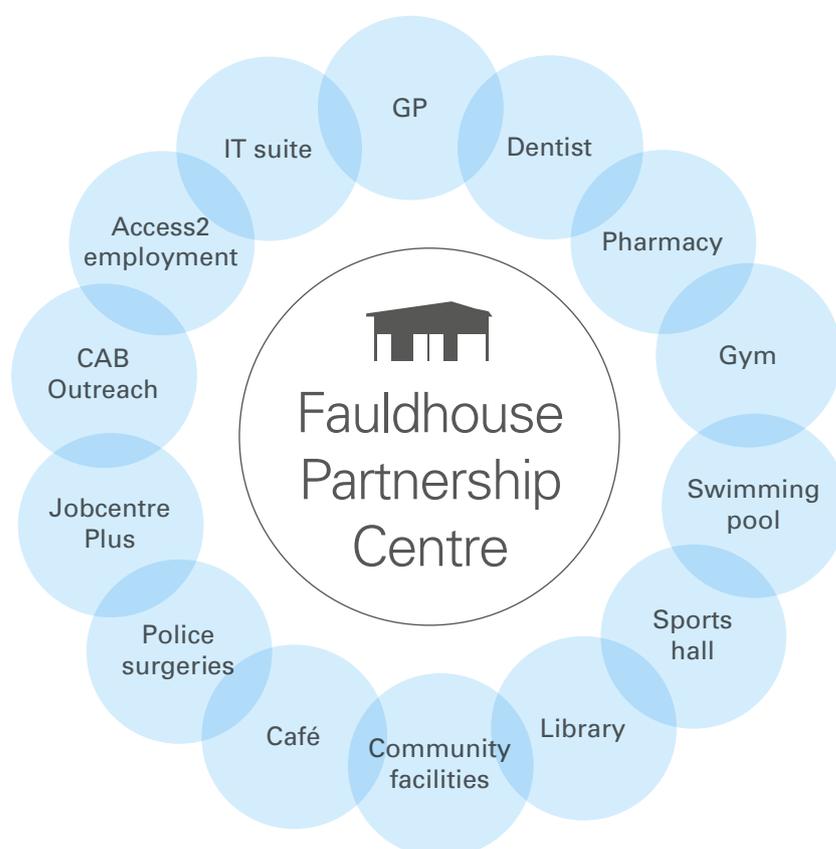
71. Given the continuing pressure on public sector budgets, it is important that the CPP builds on this initial work and identifies opportunities for using shared resources more effectively. The CPP aims to incorporate preventative spending into its financial planning but this is at an early stage. This work is important if the CPP Board is to take strategic decisions to redirect resources to prevention.

72. In April 2014, the CPP agreed to develop a CPP Asset Plan for property, information technology resources, and vehicles. This will allow it to identify the assets held by CPP partners across West Lothian and to better manage these to deliver the SOA.

73. The main area where CPP partners share resources is through its shared premises including its civic centre in Livingston and three partnership centres, including Fauldhouse ([Case study 3, page 27](#)). The services and funding arrangements vary by location, with the council, NHS and the police being the main partners. In January 2013, West Lothian Council approved some £14 million investment over the next five years for six further partnership centres. NHS Lothian will contribute to funding for the Blackburn Partnership Centre, scheduled to be completed in 2016.

Case study 3

Fauldhouse partnership centre



- Fauldhouse Partnership Centre opened in 2011 to bring together local services for the community such as GP surgeries, a dentist, a pharmacy and leisure facilities. Being together brings benefits both to those who use services and those who provide them. For example pharmacists, the GP and dental practice can quickly resolve prescription issues.
- A shared reception desk covers all services, except for the GP and dentist. This allows customers to order a book from the library, pay for a swim session and make an appointment with an employment adviser, all from the same place.
- Fauldhouse accesses the First Steps to Health and Wellbeing exercise referral project. This allows GPs to refer patients directly to exercise programmes operated by West Lothian Leisure. Referrals across West Lothian have increased year-on-year with 8,696 people being referred to the programme in 2013/14. West Lothian Leisure commissioned a social impact study in 2011 that indicated benefits to the NHS of about £2.4 million from this.
- The police have a base at the centre and hold surgeries that help overcome barriers with the local community. There is also a co-location model of delivering employability services between Jobcentre Plus and West Lothian Council, providing outreach services to the local community ([Case study 2](#)).

74. The West Lothian Civic Centre opened in 2009. It is a purpose-built facility in Livingston shared by public sector bodies including West Lothian Council, Police Scotland, Scottish Fire and Rescue, CHCP, Scottish Court Service, Scottish Children's Reporter and the Crown Office and Procurator Fiscal Service.

75. The CPP partners jointly agreed on what services to locate in the civic centre, for example the police saw benefits in being close to the courts service. Partners benefit from sharing overheads including the facilities management contract, which is shared between the council, the courts and the police. It is easy for staff from partner organisations to meet, promoting good communication, building working relationships and enhancing information sharing. All of this benefits those who use these services.

76. Partnership centres bring services to a common location, but can also enable new ways of working to improve services. Services within the partnership centres have been integrated to some extent ([Case study 3, page 27](#)). The current and planned partnership centres give a good foundation for developing local services. The CPP has a group in place to identify further opportunities for integrated working within these.

There are good examples of local activity involving communities, but links with the CPP are not yet strong

77. West Lothian benefits from having plans in place for local wards, and there are many good examples of local partnership working with communities and the voluntary sector. However, this locality work does not link closely to community planning. The CPP is therefore not taking full advantage of the opportunity to build this local work with communities into how it delivers the SOA. The CPP is aware of this and is reviewing its approach. This will include developing regeneration plans in seven areas of concentrated deprivation. This will be particularly important to take forward its SOA aim to reduce inequalities.

78. Each ward area has a locality plan that is reported to the local area committee. The plans identify local priorities and actions and are broadly aligned with the SOA outcomes. The plans vary in their coverage, with some being more developed than others. Some of the locality plan priorities have been well-informed by local data and intelligence, including local consultation exercises. [Case study 4 \(page 29\)](#) illustrates locality plans for two contrasting areas.

79. The Scottish Government aims to give communities more power to design and deliver services. The CPP is developing its approach to engaging with local communities. It has introduced asset-based community development training involving practitioners and the community as part of its regeneration work. It also has plans to train CPP partners in participatory budgeting. The Fauldhouse Community Development Trust ([Case study 4, page 29](#)) is a good example of a community-run organisation.

80. There are examples of good practice in engaging with communities. But partners tend to do this individually rather than collectively. The CPP has taken the positive step of setting up a community engagement forum and has prepared a community engagement plan. This will help it to coordinate its activities better and share good practice. The CPP Board should monitor the progress of its community engagement activity. This will help it to find opportunities for communities to design and deliver services with CPP partners. Community development activity will be an important part of this to build skills and capacity in communities.

Case study 4

Partnership working in Fauldhouse and Linlithgow

Partnership work in communities varies by location and is tailored to local needs and priorities.

- Fauldhouse has relatively high levels of deprivation and unemployment. This, and its remote location, led to it being a priority location for a partnership centre ([Case study 3](#)). Employability is a strong feature in the locality plan and the centre provides a range of employability services. Other priorities include tackling young people drinking alcohol, money advice, and developing local assets such as community gardens and cafes.
- The Fauldhouse Community Development Trust is an active local organisation. It focuses on poverty and sustaining the community and provides complementary services such as children's play facilities, a cinema and a café for people with dementia. It also helps local enterprises' fund-raising efforts.
- The focus of the Linlithgow locality plan is quite different. Linlithgow is comparatively more affluent, and does not have a shared partnership centre. Health, council, and various voluntary services operate from separate locations in the town.
- The locality plan includes supporting the Linlithgow town centre management group's work to increase visitor numbers and support local businesses. Applications for two Business Improvement Districts based on a ballot of local businesses have been successful and are being finalised to improve the town centre environment. Youth activities also feature in the locality plan and a youth centre provides sexual health advice, activities to discourage young people from drinking alcohol, and facilities for local bands to practise.
- The locality plan also includes actions for the more deprived Bridgend community with dental health sessions in primary schools, money advice support and consultations about local facilities. Bridgend has a community centre, but this remains underused despite efforts to encourage local services such as a baby and toddler group. A Bridgend Community Group has recently come together to manage the centre and engage with the local community to identify needs.

Source: Audit Scotland with information supplied by West Lothian CPP

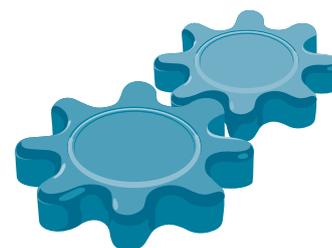
Recommendations

The CPP should:

- 1** ensure the work of its RAG improves its understanding of how much partners are contributing to the SOA and identifies further opportunities to combine resources to meet local challenges
 - 2** set a clearer direction for how locality planning and community participation will contribute to the SOA
 - 3** apply good practice in sharing personal data more widely across sectors, including health, to ensure services and activities target the appropriate people and areas.
-

Part 4

How is West Lothian performing?



Key messages

- 1** The CPP has made good overall progress in improving economic and community safety outcomes and in some areas of health and wellbeing. Challenges remain in areas such as youth unemployment, reducing emergency hospital admissions and in reducing overall inequalities.
- 2** In common with other CPPs, West Lothian CPP needs to better understand its impact and contribution to improving outcomes for the people in West Lothian.

The CPP is on track to reduce the numbers of benefit claimants to below 13,000 by November 2015

81. The SOA outcomes relevant to employability and economy are as follows:

- We are better educated and have access to increased and better-quality learning and employment opportunities.
- Our economy is diverse and dynamic, and West Lothian is an attractive place for doing business.

82. The main objectives within these relate to employment, educational attainment, income deprivation, and supporting and growing local businesses. There has been good progress in these areas, including some recovery after major job losses. Challenges remain in youth unemployment, in diversifying the local economy and in increasing the numbers of jobs within West Lothian itself ([Exhibit 8, page 32](#)).

83. Employability is a strong focus of the CPP and the proportion of people in employment is higher in West Lothian than for Scotland. The CPP is ahead of its target to reduce the numbers of benefit claimants to below 13,000 by November 2015. The latest figure stands at 13,960 in November 2013. Youth unemployment remains a concern but the relative gap between West Lothian and Scotland is narrowing.

84. There is a gap in wage levels between West Lothian (£490 weekly wage before tax) and the Scottish average (£508) and it has widened slightly in the last year. The proportion of residents of working age with vocational qualifications has increased.

the CPP performs well, challenges remain in reducing inequalities and demonstrating its impact

Exhibit 8

Outcomes relating to the economy in West Lothian

Overall progress has been positive. There are challenges in responding to unemployment and increasing the numbers of jobs.

Improving
long-term trend



17
per cent

15.2 per cent

Working age people are claiming key benefits

6.8
per cent

4.7 per cent

16-24 year olds claim Jobseeker's Allowance (JSA)

£356

£490

Median gross weekly earnings of full-time employees living in West Lothian

92.1
per cent

96.7 per cent

S4 pupils attained SCQF level 3 or better in both English and Maths

82.8
per cent

88.2 per cent

pupils have positive follow-up destinations²

56.3
per cent

57.8 per cent

VAT/ PAYE businesses surviving after 3 years

76.9
per cent

74.2 per cent

Employment rate

2.9
per cent

3 per cent

Working age people are claiming JSA

0.74
per cent

0.71 per cent

ratio of jobs for the working age population

Worsening
long-term trend



Baseline figure¹

Note:

1. The long-term trend compares the most recent data with baseline data from 2002/03 where available.
2. Baseline comparison is with 2007/08 data.

Source: Office of National Statistics; Scottish Neighbourhood Statistics

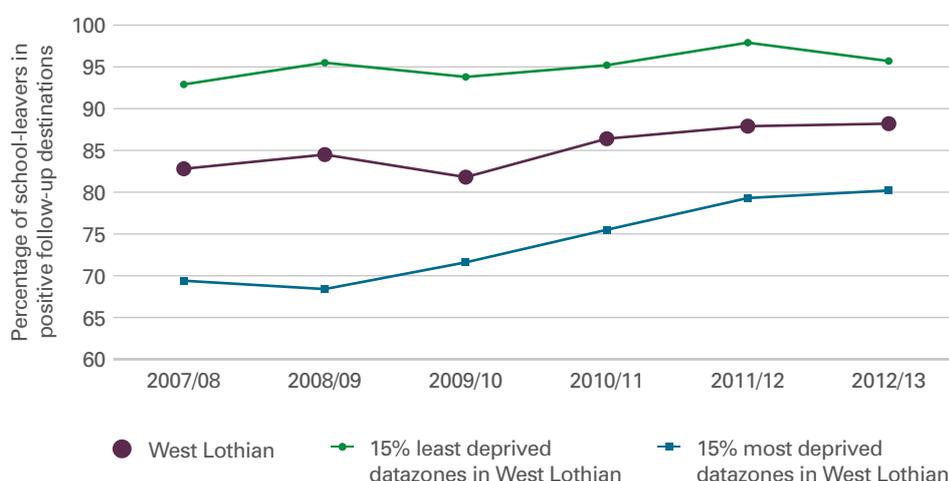


85. School-leaver destinations have been a strong focus of partners including the council, colleges, local businesses and Skills Development Scotland. West Lothian has significantly improved its performance in the numbers of school-leavers entering further education, training or employment. It performs better than its neighbouring CPPs, but at about 88 per cent lags behind the Scottish average of 90 per cent. The gap between the most and least deprived areas within West Lothian is also narrowing (**Exhibit 9**). However, the most recent follow-up survey has shown some decline in the numbers in training and work placements compared to initial positive destinations. This raises some concerns about the sustainability of school-leaver destinations.

Exhibit 9

Percentage of school-leavers in positive follow-up destinations

The gap is narrowing in the percentage of school-leavers in positive follow-up destinations between the 15 per cent most and 15 per cent least deprived areas.



Note:

1. The graph shows the average of the 15 per cent most deprived and 15 per cent least deprived datazones in West Lothian and the West Lothian average.
2. A datazone is a small geographical area of between 500 and 1,000 households, where possible, with similar social characteristics.

Source: Scottish Neighbourhood Statistics



86. Performance in growing and diversifying the local economy is more mixed reflecting the challenging economic environment. The number of available jobs in West Lothian has fallen, suggesting that individuals are finding employment elsewhere. The CPP's Quality of Life Survey 2013 found that respondents are broadly positive about West Lothian being a good place to do business, with 51 per cent saying it is a good business location, up from 46 per cent in 2010.

87. CPP partners responded quickly to the closure of the Vion food manufacturing plant. When the closure was announced in late 2012, the West Lothian Partnership Action for Continuing Employment (PACE) was set up to advise and support the workforce.¹⁰ Economic partners also instigated the West Lothian Economic Growth Plan to counter the local impact of the economic downturn (**Case study 5, page 34**).

Case study 5

West Lothian economic growth plan

This ambitious plan was launched in April 2013 to boost the West Lothian economy, and to respond to the Vion (Halls) food plant closure. It is jointly delivered and funded by Scottish Government, Scottish Enterprise, and West Lothian Council, with support from SDS, Jobcentre Plus and the Business Gateway among others. With investment of some £29 million over five years, the plan aims to grow and attract business and create 3,000 sustainable jobs.

Under the economic growth plan, over 30 firms have completed project work with £1.27 million invested, of which the growth plan has contributed £250,000. A further 70 firms are developing projects with a value of £12 million, with approximately £3.2 million from the growth plan. The impact of this investment on job creation and safeguarding jobs is being monitored and will be apparent in the longer term.

Source: Audit Scotland with information provided by West Lothian CPP

88. The CPP does not yet measure the gaps between the most and least affluent areas in West Lothian. Our own assessment based on available data suggests some positive trends with the gap narrowing in the numbers claiming benefits, positive school-leaver destinations, and income deprivation ([Exhibit 10, page 35](#)). The CPP recognises that despite the reduction in unemployment, in-work poverty and under-employment are a concern.^{11, 12}

89. The CPP's anti-poverty strategy includes a diverse range of actions around employment, education, health, and housing. These include helping people with employment, providing money advice, tackling food poverty and supporting people affected by changes following welfare reform. The CPP has measures in place to monitor this activity further.

Life expectancy for both men and women in West Lothian has increased at a faster rate than the national average

90. The SOA outcomes relevant to health and wellbeing are as follows:

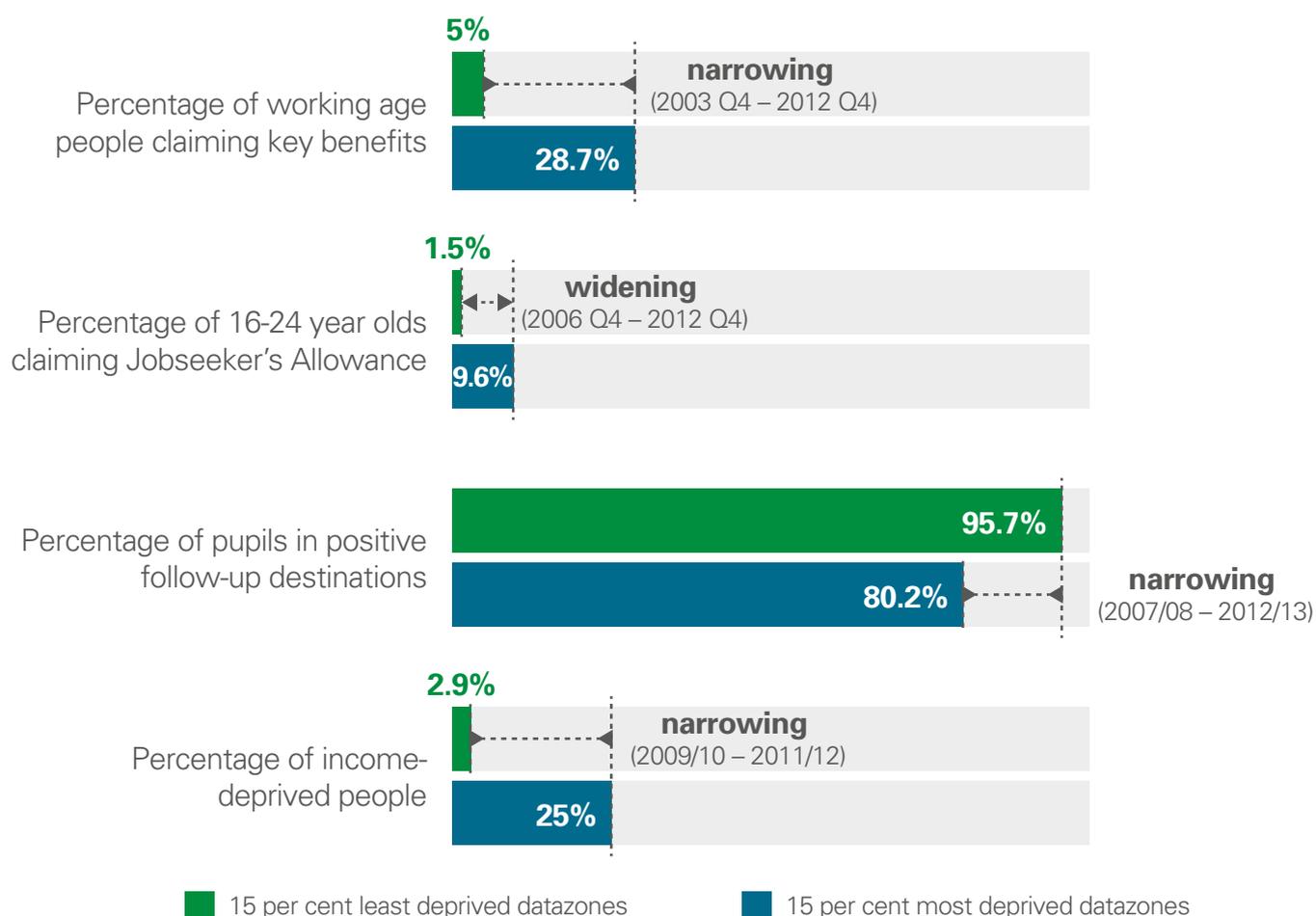
- Our children have the best start in life and are ready to succeed.
- Older people are able to live independently in the community with an improved quality of life.
- We live longer, healthier lives and have reduced health inequalities.

91. The main objectives within these relate to early years, physical and mental health, and health in older age. The data shows mixed performance, with indicators such as emergency admission, breastfeeding and drug-related discharges from hospital showing worsening trends. Good performance in delayed discharges has been broadly sustained; the CPP has noted that the slight recent increase is associated with increasing need for complex care packages ([Exhibit 11, page 36](#)). While the long-term trend for alcohol-related hospital discharges has been improving in recent years, it has become worse than the national average.

Exhibit 10

Economic inequality gaps in West Lothian

There are signs that the gap between the most and least deprived areas in West Lothian across some indicators is narrowing, but youth unemployment remains a concern.



Note: Income-deprived includes people in receipt of income-related benefits such as Jobseeker's Allowance, employment and support allowances and tax credits.

Source: Scottish Indices of Multiple Deprivation; Office of National Statistics; Scottish Neighbourhood Statistics

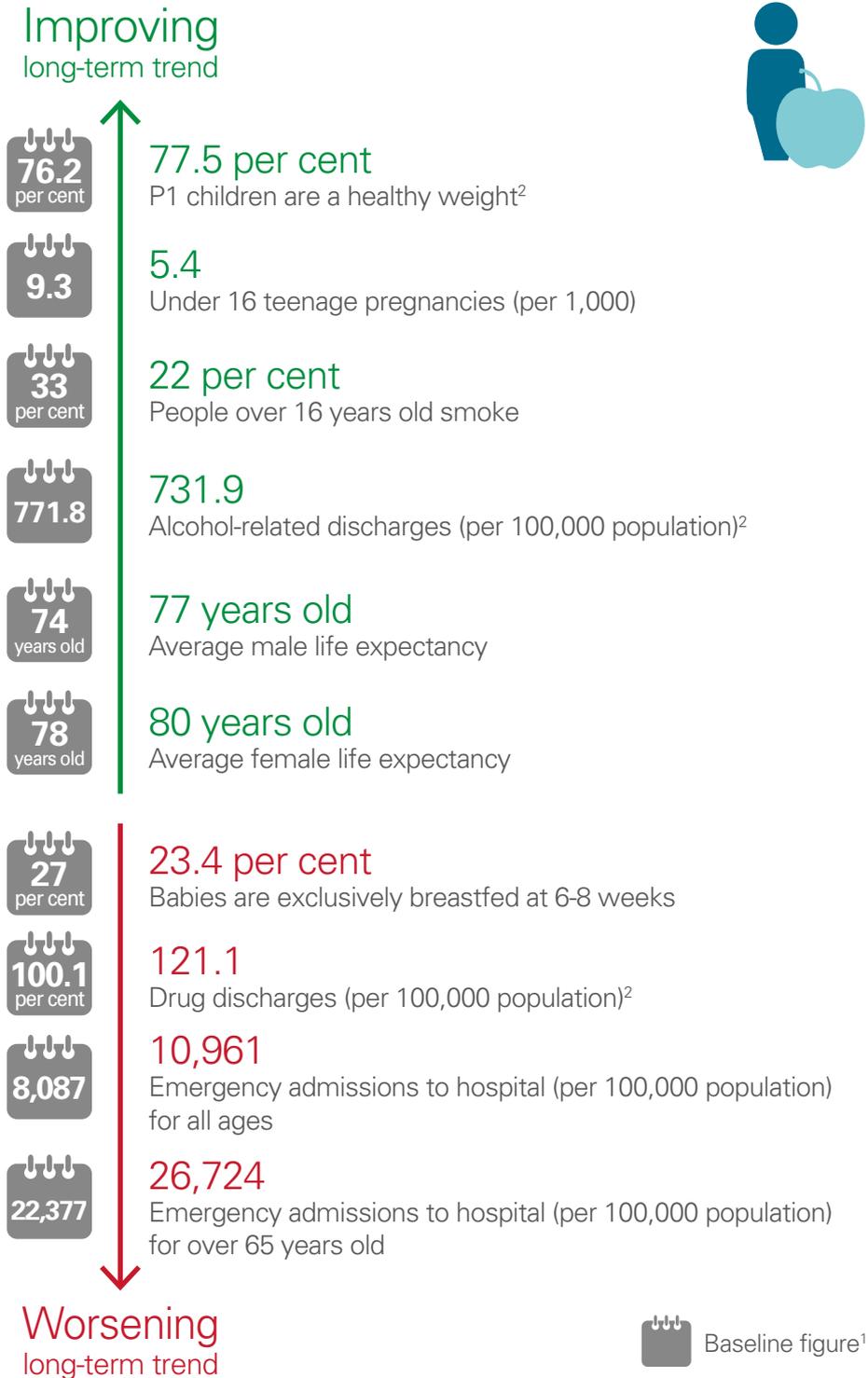
92. Emergency admissions to hospital for people of all ages and for older people have increased markedly in recent years ([Exhibit 12, page 37](#)). Similar trends are apparent in West Lothian's neighbouring authorities. The CPP is aware of this. It has noticed that the CHCP's reablement and early assessment initiatives to help older people to continue to live in their homes and prevent hospital admissions are beginning to make a positive impact.

93. Breastfeeding has an important role in healthy development. Rates of breastfeeding in West Lothian are lower than in neighbouring CPPs, and for Scotland as a whole. The CPP has highlighted that its initiative to use existing breastfeeding mothers as peers to provide informal support has resulted in a small increase in breastfeeding in more deprived communities. The percentage of adults who smoke in West Lothian is similar to the national figure and neighbouring CPP areas.

Exhibit 11

Outcomes relating to health and wellbeing in West Lothian

There is a mixed picture of improving and worsening long-term trends across health and wellbeing in West Lothian.



Note:

- The long-term trend compares the most recent data with baseline data from 2002/03 where available.
- Baseline comparison is with 2008/09 data.

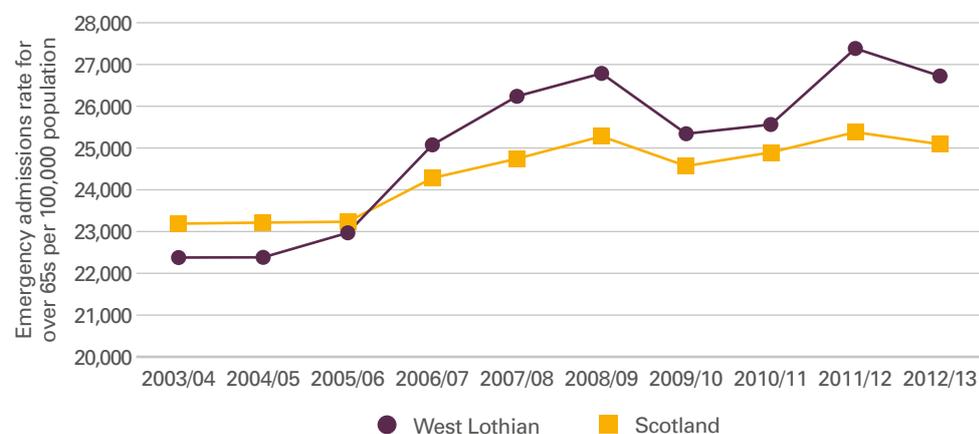


Source: NHS ISD Scotland; Scottish Household Survey; General Register Office for Scotland

Exhibit 12

Emergency admissions rate for over 65-year-olds per 100,000 population

There has been a marked rise in the rate of emergency admissions for over 65-year-olds in West Lothian.



Source: NHS ISD Scotland



94. Male life expectancy is currently above the national average, whereas female life expectancy at 80.1 is below the national average of 80.8 years. The CPP monitors the life expectancy gap between the 15 per cent most and least deprived areas in West Lothian. Since 2003, the gap has been narrowing ([Exhibit 13, page 38](#)). The CPP's Quality of Life 2013 survey found that 73 per cent of respondents felt they have good health, a slight fall from 76 per cent in 2010.

95. Overall, [Exhibit 13](#) shows that relative inequality gaps have been narrowing over time in West Lothian. Child poverty is better than the national average of 18.5 per cent at 17.1 per cent. But this masks inequality within West Lothian, with 33.2 per cent of children living in child poverty in the 15 per cent most deprived datazones compared to 4.3 per cent in the 15 per cent least deprived datazones. In 2012/13, we published a report on health inequalities that recommended that CPPs target provision, apply preventative practice, and improve how they monitor impact. The CPP should consider these recommendations as part of its overall approach to tackling inequalities.

Recorded crime has decreased more than in neighbouring CPPs and is better than the national average

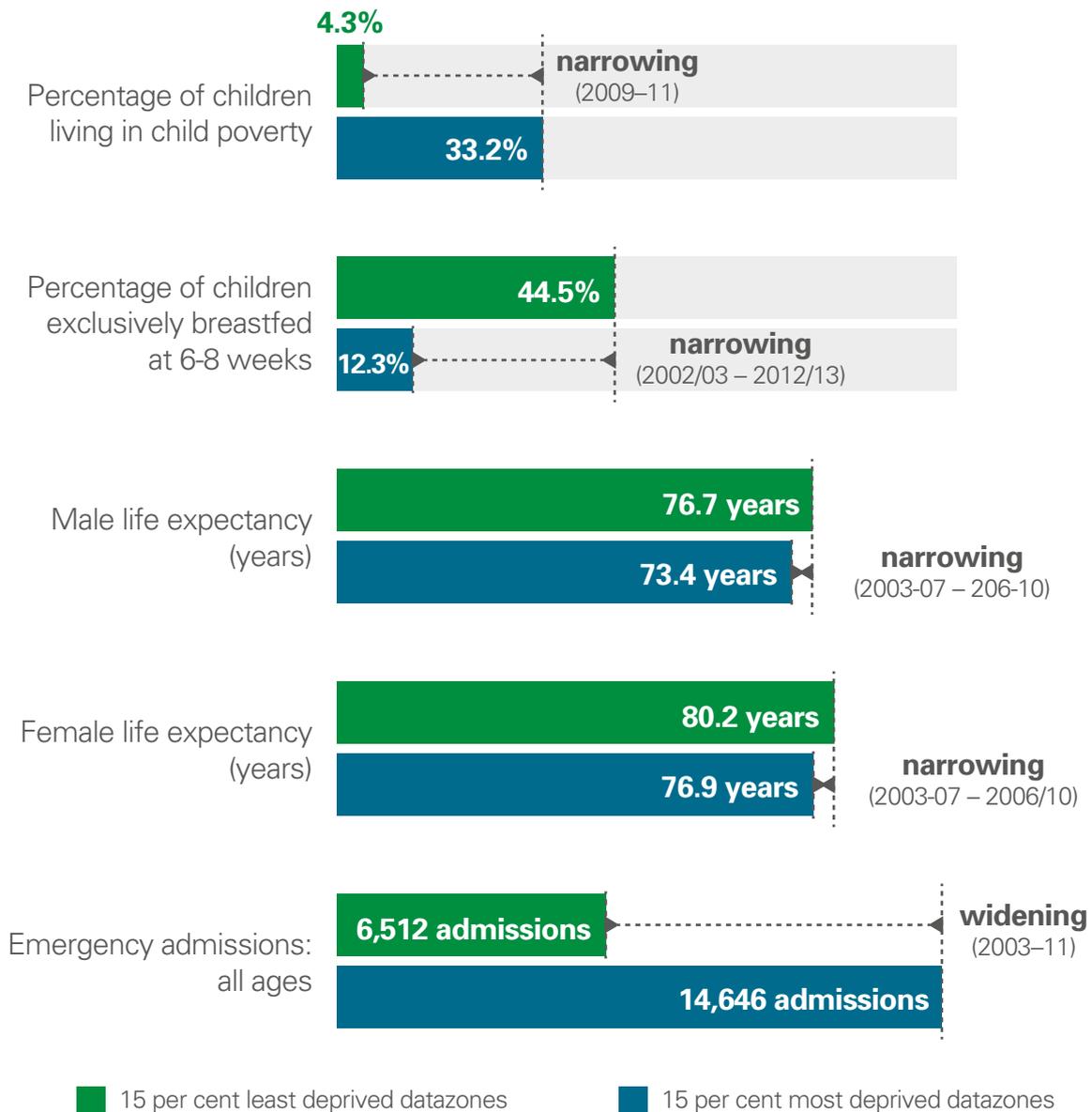
96. The SOA outcomes relevant to community safety are as follows:

- We live in resilient, cohesive and safe communities.
- People most at risk are protected and supported to achieve improved life chances.
- We make the most efficient and effective use of resources by minimising our impact on the built and natural environment.

Exhibit 13

Health inequality gaps in West Lothian

The relative gaps in health inequality between the 15 per cent most and least deprived in West Lothian have been narrowing over time in West Lothian.



Source: General Register Office for Scotland; HM Revenue and Customs; Scottish Neighbourhood Statistics

97. The main objectives within these relate to community safety, neighbourhood perception and the environment in local communities. The data shows overall improving performance, particularly in tackling crime, fire-raising and street cleanliness. However, neighbourhood perceptions are below the national average. Reported incidences of domestic abuse are increasing and the CPP is looking into the reasons for this (Exhibit 14, page 39). Its targeted activity on domestic abuse is a good example of how partners are working together in this area (Case study 6, page 40).

Exhibit 14**Outcomes relating to community safety and the environment in West Lothian**

Positive progress has been made in important areas such as crime and reconviction rates, but challenges remain in domestic abuse and how people perceive their local area.

**Note:**

1. The long-term trend compares the most recent data with baseline data from 2002/03 where available.
2. Baseline comparison is with data from 2008.



Source: Scottish Neighbourhood Statistics; Sustrans; Scottish Environment Protection Agency; Scottish Government; Local Government Benchmarking Framework

Case study 6

Domestic and Sexual Assault Team (DASAT)

West Lothian Domestic and Sexual Assault Team (DASAT), based in the West Lothian Civic Centre, provides services to adult and child survivors of domestic abuse, rape and sexual assault. The team includes a substance misuse specialist, a counsellor, a mental health specialist, a housing and employability worker, a specialist service for women offenders and specialist children's workers. With the launch of the new West Lothian Domestic Abuse Court in February 2012, DASAT has extended the support provided to include specialist independent advocacy support for survivors throughout court processes and beyond. The 2013–23 SOA includes new indicators for measuring outcomes against this service, namely the percentage of:

- children re-referred to DASAT
- women who report that they feel safe as a result of intervention by DASAT.

During 2013/14, 100 per cent of women who used the service reported that they felt safe as a result of intervention by DASAT.

Source: Audit Scotland with information provided by West Lothian CPP

98. The SOA measures crime and reconviction rates and performance in joint partner initiatives such as the Domestic and Sexual Assault Team ([Case study 6](#)) and Early and Effective Intervention. The rate of crime and reoffending within West Lothian has been consistently lower than the national average for a number of years ([Exhibits 15 and 16, page 41](#)). The CPP's targeted work on persistent offenders and its programmes to divert young people from entering the criminal justice system have contributed to this.

99. The CPP carries out a Quality of Life survey of its citizen panel every three years. This showed that neighbourhood satisfaction, including perceptions of safety, has improved in recent years. The Scottish Household Survey also showed neighbourhood satisfaction in West Lothian to be improving, but below the Scotland average.

100. Provisional figures for 2013 show that the number of people killed or seriously injured in road accidents is 52, ahead of the target of 65. The Road Safety Plan for 2012–15 sets out education, engineering and enforcement interventions. This includes the WestDrive initiative for young driver education, involving a wide range of partners.

The CPP needs to better understand its impact on improving outcomes

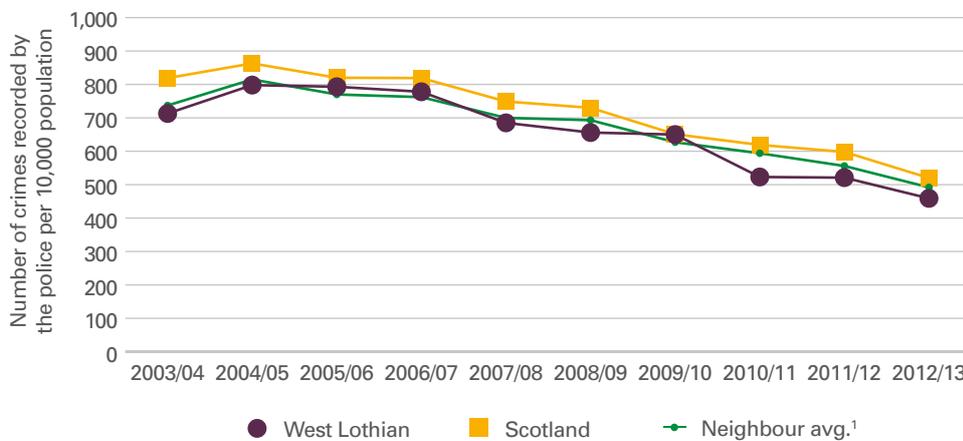
101. Understanding the impact of CPP activity and spending on wider outcomes is a challenge for all partnerships. Activities do not happen in isolation and many factors influence outcomes in the longer term. This makes it difficult to understand how specific activities and interventions contribute to SOA outcomes and therefore how to deploy resources to where they will have the greatest benefit.

102. The CPP is aware of this and is taking steps to identify, collect and monitor the information it needs to better understand its impact. It has identified indicators to measure the impact of its preventative activity and it has already undertaken an assessment of its Families Included initiative ([Case study 2](#)). The CPP should also do more to track whether inequality gaps within West Lothian are narrowing and how it has contributed to this. This is a complex area and the partnership welcomes the impetus from the Scottish Government in this area.

Exhibit 15

Crimes recorded by the police per 10,000 population

Recorded crime in West Lothian has decreased at a faster rate than in neighbouring CPPs.



Note: 1. Neighbour average is the average of Falkirk, North and South Lanarkshire, East Lothian, Midlothian and City of Edinburgh.

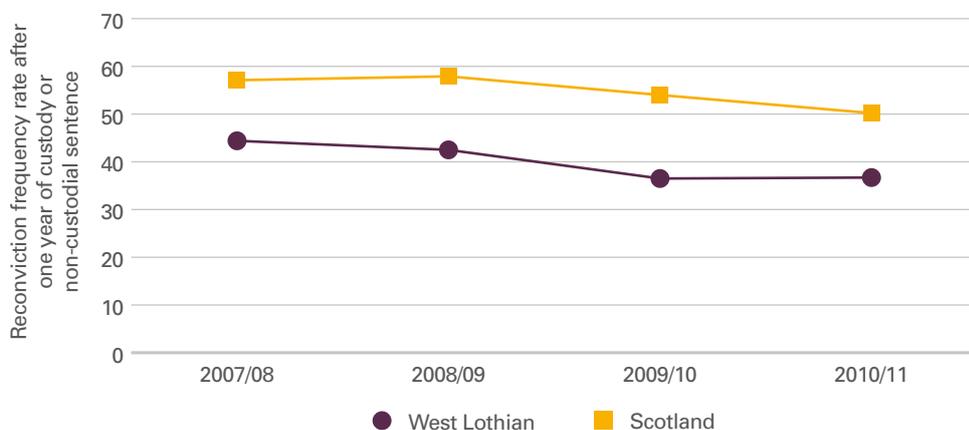
Source: Scottish Neighbourhood Statistics



Exhibit 16

Reconviction frequency rate in West Lothian compared with the national average

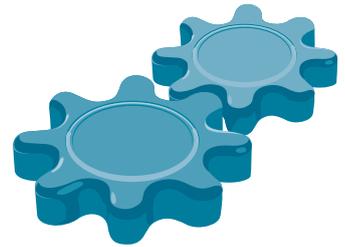
Reconviction rates are consistently lower than the national average.



Source: Scottish Neighbourhood Statistics



Improvement agenda

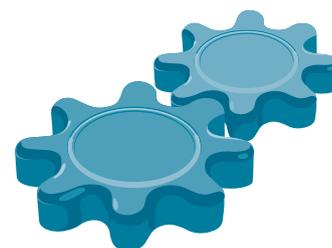


The report makes several specific recommendations. The following summarises the main issues the CPP should address.

The CPP should:

- ensure the board gives stronger leadership and strategic direction, in particular in relation to how the CPP targets its available resources and challenges partners over their progress in contributing to delivering the SOA. The board should also give stronger oversight to public sector reform and identify any opportunities and risks to delivering the SOA as part of this
- ensure the CPP Board understands the risks for delivering the SOA, including how to take forward its commitment to reduce inequalities. As part of this it should set a clear direction for how prevention, locality planning, and community participation will contribute to the SOA
- ensure all partners are clear on how they are accountable for their contribution to the SOA
- realise further opportunities to combine resources to meet local needs through the work of the RAG, and through integrating locality work more closely with the SOA
- build on its good information-sharing to share data more widely across sectors including health
- improve how it reports publicly on progress in achieving the outcomes agreed in the SOA.

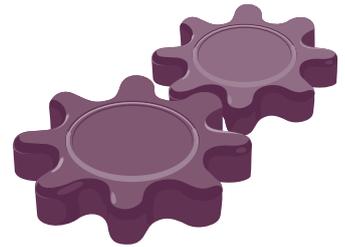
Endnotes



- ◀ 1 In this report, 'indicators' refer to the performance measures which the CPP has chosen to monitor progress, and 'outcomes' refer to the level of performance of these measures.
- ◀ 2 *Commission on the Future Delivery of Public Services*, Dr Campbell Christie (Chair), June 2011.
- ◀ 3 *Statement of Ambition for Community Planning*, Scottish Government and COSLA, March 2012.
- ◀ 4 The Children and Young People (Scotland) Act 2014 covers a wide range of children's services policy, including children's rights; Getting It Right For Every Child programme; early learning and childcare; and looked-after children. The Bill received Royal Assent in March 2014.
- ◀ 5 [Community planning in Aberdeen \[PDF\]](#)  March 2013
[Community planning in North Ayrshire \[PDF\]](#)  March 2013
[Community planning in Scottish Borders \[PDF\]](#)  March 2013
- ◀ 6 The five Community Planning Partnership audits are Falkirk, Glasgow, Moray, Orkney Islands and West Lothian. Audit Scotland has previously published three national reports on community planning:
[Improving community planning in Scotland \[PDF\]](#)  March 2013
[The role of community planning partnerships in economic development \[PDF\]](#)  November 2011
[Community planning: an initial review \[PDF\]](#)  June 2006
- ◀ 7 A Single Outcome Agreement is a document setting out local priorities for a council area as agreed by the community planning partners and the Scottish Government.
- ◀ 8 State of the Sector Report 2012, Voluntary Sector Gateway West Lothian, 2012.
- ◀ 9 The Scottish Government, COSLA and the National Community Planning Group published its *Agreement on Joint Working on Community Planning and Resourcing* in September 2013.
- ◀ 10 Partnership Action for Continuing Employment (PACE) is the Scottish Government's national strategic framework for ensuring a coordinated response to redundancy situations. The West Lothian PACE included SDS, DWP, West Lothian Council, West Lothian College and Citizens Advice Bureau West Lothian.
- ◀ 11 In-work poverty means a household's income is below the poverty threshold despite a member of the household being in employment.
- ◀ 12 Underemployment is where a person is in employment that either does not provide the hours they desire or they are highly skilled but in a low-skill job.

Appendix

Audit methodology



The focus of our work was to assess the effectiveness of community planning in West Lothian in making a difference to local communities. We did this by gathering and evaluating evidence to allow us to address the following issues:

Thematic and area reviews

- Three themes particularly relevant to assess the effectiveness of partnership working in West Lothian: employability; reducing reoffending; and local partnership working in the two contrasting areas of Fauldhouse and Linlithgow.
- We arranged focus groups of local managers involved in our reviews of the employability and reducing reoffending theme areas to explore how well staff work together in practice. We held focus groups in the local areas including people who provide and use services.
- Representatives from the Care Inspectorate, Education Scotland, and Her Majesty's Inspectorate of Constabulary in Scotland took part in interviews with CPP partners and observations of meetings and events to help us with our thematic reviews.

Desk research

Our audit team reviewed a range of documentary evidence provided by the partnership, including:

- previous and current versions of the SOA
- individual community planning partner organisations' strategies
- community planning meeting agendas, minutes and reports.

Data analysis

We analysed performance data for a range of indicators in the West Lothian SOA 2013-15, from many sources including:

- Scottish Neighbourhood Statistics
- Scottish Index of Multiple Deprivation
- Office for National Statistics

- National Records of Scotland
- The Scottish Public Health Observatory
- NHS Scotland Information Services Division
- Audit Scotland Statutory Performance Indicators
- SOLACE benchmarking.

On-site fieldwork

We carried out interviews and focus groups with a range of community planning partners between March and May 2014 and attended a range of community planning meetings and events. These included members of the CPP Board and thematic groups representing the following organisations:

- Association of Community Councils
- Community Justice Authority
- Fauldhouse Community Development Trust
- Jobcentre Plus
- NHS Lothian
- SRUC Oatridge Campus
- Police Scotland
- Scottish Enterprise
- Scottish Fire and Rescue Service
- Scottish Water
- Skills Development Scotland
- The South East of Scotland Transport Partnership (SEStran)
- Voluntary Sector Gateway West Lothian
- West Lothian Chamber of Commerce
- West Lothian College
- West Lothian Council
- West Lothian Leisure
- West Lothian Youth Congress.

West Lothian Community Planning Partnership

This report is available in PDF and RTF formats, along with a podcast summary at:

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