



# **Glasgow's Single Outcome Agreement 2013**

**Version August 2013**

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## **Foreword**

I am proud to present Glasgow Community Planning Partnership's Single Outcome Agreement 2013. This Single Outcome Agreement (SOA) sets out some of the shared priorities for partners in the city over the next decade.

Producing this required dedication and I wish to take this opportunity to thank all partners in the Glasgow Community Planning Partnership for their ongoing commitment to developing and implementing this Agreement for the city.

This Agreement focuses on where the partners can do more to fulfil our ambition for Glasgow, concentrating on what more needs to be done to achieve this. Although we have undoubtedly made significant progress over the last ten years, the challenge is to overcome the remaining barriers to ensuring all Glasgow citizens can fully participate in the success of the city over the next ten years.

We began the process of drafting our SOA by considering a wealth of evidence and reflecting upon the views of residents in agreeing our outcomes for individuals and communities. We will now move forward with the delivery of this Agreement, continuing to work with residents to transform service delivery for Glasgow's communities.

A key focus for partners is to take a more integrated approach to delivering services. There are many challenges ahead but working together we can create the best possible outcomes for our residents and fundamentally change people's lives for the better.



**Bailie Aileen Colleran**  
**Chair of Glasgow Community Planning Partnership**

## 1. Introduction

Glasgow's new Single Outcome Agreement sets out a small number of key priorities and outcomes that will help to deliver better services for the people of Glasgow. Our SOA represents a ten year *plan for place* that sets out the additional value that Glasgow's Community Planning partners can achieve by planning, resourcing and delivering services together with local communities.

This SOA is the result of an extensive programme of consultation and debate about those key issues for the city, and also where we consider the greatest progress can be achieved by working together.

The CPP priorities outlined in this SOA relate to *alcohol, youth employment and vulnerable people*. In addition, we want there to be a focus on tackling inequalities within specific neighbourhoods, referred to here as our *thriving places* approach.

Whilst focused on a particular range of issues, this SOA will complement and enhance a wide range of existing strategies for the city to create an integrated set of approaches to addressing broader local and national priorities.

### Context

The landscape within which this SOA has been developed is much changed from the previous Agreement in 2008. The financial situation that public services, businesses, communities and individuals are faced with poses many challenges. For public services, there is less funding available now and for the foreseeable future. As the 2011 *Christie Commission Review* highlighted, this will require public bodies to change the way they operate individually and the way they work together. This means that public bodies need to be more flexible and imaginative in the ways in which they organise services, and importantly how they work with others, including communities, to do this.

We recognise that a preventative or early intervention approach to service delivery can bring the greatest benefit for the people of Glasgow. Shifting the emphasis of services to a preventative approach will help us to alter patterns of demand for public services. Currently, for many of our key services in the city, the increasing pressure on demand is unsustainable. Fostering this shift will be challenging and will take time, and will require considerable commitment from all partners. The CPP is the right vehicle for this approach and the SOA the right long term framework for delivery. Consequently, this SOA represents an opportunity to influence lasting change in the city.

We have some early examples of partnership working where we have made a concerted effort to take a 'total place' approach to changing how services are delivered and outcomes achieved, and to shift to prevention and early intervention. Our *One Glasgow* approach<sup>1</sup> is one such example of a long term ambitious programme to deliver upon CPP priorities and outcomes.

One Glasgow is already demonstrating a deeper collaboration between community planning partners to make better use of resources, accelerate service integration and build sustained system change. This reform programme will provide a template for the CPP to achieve significant and transformational change across a broad range of priority areas over the next few years, including those outlined in this SOA.

### Changing Landscape

The development of our SOA coincides with wide scale reform across the public sector in Scotland and the UK, and also the national review of Community Planning. These have influenced the new Community Planning Partnership infrastructure within the city.

Amongst the key developments that are reshaping community planning and the design and delivery of services are:

- the Statement of Ambition for Community Planning Partnerships

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<sup>1</sup> [www.glasgowcpp.org.uk](http://www.glasgowcpp.org.uk)

- the move to single Scottish Police and Fire & Rescue Services
- the proposed integration of Adult Health & Social Care
- the proposed Community Empowerment and Renewal Bill
- the Equality Act 2010; and
- welfare reform

The *Statement of Ambition for Community Planning Partnerships* makes clear a shared commitment to renew the infrastructure of community planning across Scotland to support more effective integration and collaboration; a focus on prevention; and effective local level arrangements, supported by effective capacity building.

The timing of these developments has strengthened our resolve in Glasgow to align the new CPP structures and governance arrangements with the delivery, monitoring and reporting arrangements for the SOA and other key city priorities. A key part of this alignment of structures has been to consider community involvement in helping to influence and shape services going forward.

### **Looking Forward**

The discussions we have had over the past year to create this SOA have emphasised the scale of the challenges facing Glasgow. Inequality and poorer outcomes persist for a significant number of individuals and communities in the city. With fewer resources and competing demands, this means making increasingly difficult choices in the city unless we collaborate to work smarter and more effectively. However, the process has also reminded partners of the key strengths of the city – its people, its institutions, its neighbourhoods and its businesses. We will draw upon these in delivering upon our Priorities and Outcomes.

Glasgow is an ambitious city which has been transformed in recent years and is very successful in attracting world class events, investment and business. It has made major investments in its civic, cultural and sporting infrastructure working with partners in the private, public and third sectors. It is now one of Europe's top financial centres and has a remarkable business-tourism sector, while the physical enhancement of our city has been dramatic.

We will look to build upon all of these key strengths over the next 10 years to support the delivery of the priorities and outcomes, harnessing the commitment and talent of our people, businesses, voluntary sector and public bodies to help us to do so. With the 2014 Commonwealth Games also heralding a unique opportunity for the city to build a lasting legacy for residents, our ambition is to build upon and sustain the energy and engagement with residents, translating this into better services and better outcomes for all.

## 2. Our Vision

***Glasgow is a thriving, inclusive and resilient city; a city where all citizens can enjoy the best possible health and well-being, and have the best opportunities to meet their potential.***

Our vision recognises that partners are ambitious for the city, as seen in the successes of attracting big events, businesses and investment projects into the city over the past few years. However, despite these positive developments, it is also a city of contrasts, with sections of the community enduring persistent poverty and deprivation. To reflect this ambition and to tackle these inequalities, the CPP has agreed a ten year vision for this Single Outcome Agreement which recognises that our people are our biggest asset.

Our vision will only be successfully delivered if we can achieve better outcomes for our people. To support this, this SOA will strive to achieve the following:

- a simplified service delivery landscape that is readily understood by citizens
- the routine involvement of residents and communities in local service design and development, and equal opportunities for involvement
- more people who feel they have choice, resilience and the ability and support to help themselves through approaches such as personalisation and capacity building; and
- clear and evidenced improvements in the outcomes for our residents, families and communities – where we can evidence closing the gaps between Glasgow and Scotland, and also between local neighbourhoods

To support the delivery of better outcomes for residents, all CPP partners will aspire to achieve the following:

- Glasgow is a city that is an exemplar on early intervention, including the use of evidenced based approaches
- successful targeting of our shared resources where there is the most benefit
- a significant reduction in the level of vulnerability in the city
- sustained system improvement in how we deliver services
- extensive use of shared data, intelligence and evidence to plan and organise services and evidence the need for the redirection of resources; and
- a cultural shift in how public service professionals work collaboratively, strategically, and on the front line to solve pressing social challenges in the city

### 3. Developing Our SOA

This SOA has been developed through considerable engagement across our Partnership. Much of the development work has been channelled through distinct working groups that mirror our priorities. Figure 3.1 captures the key working relationships between CPP structures used to develop this Single Outcome Agreement.

**Figure 3.1 SOA Development - Working Relationships**

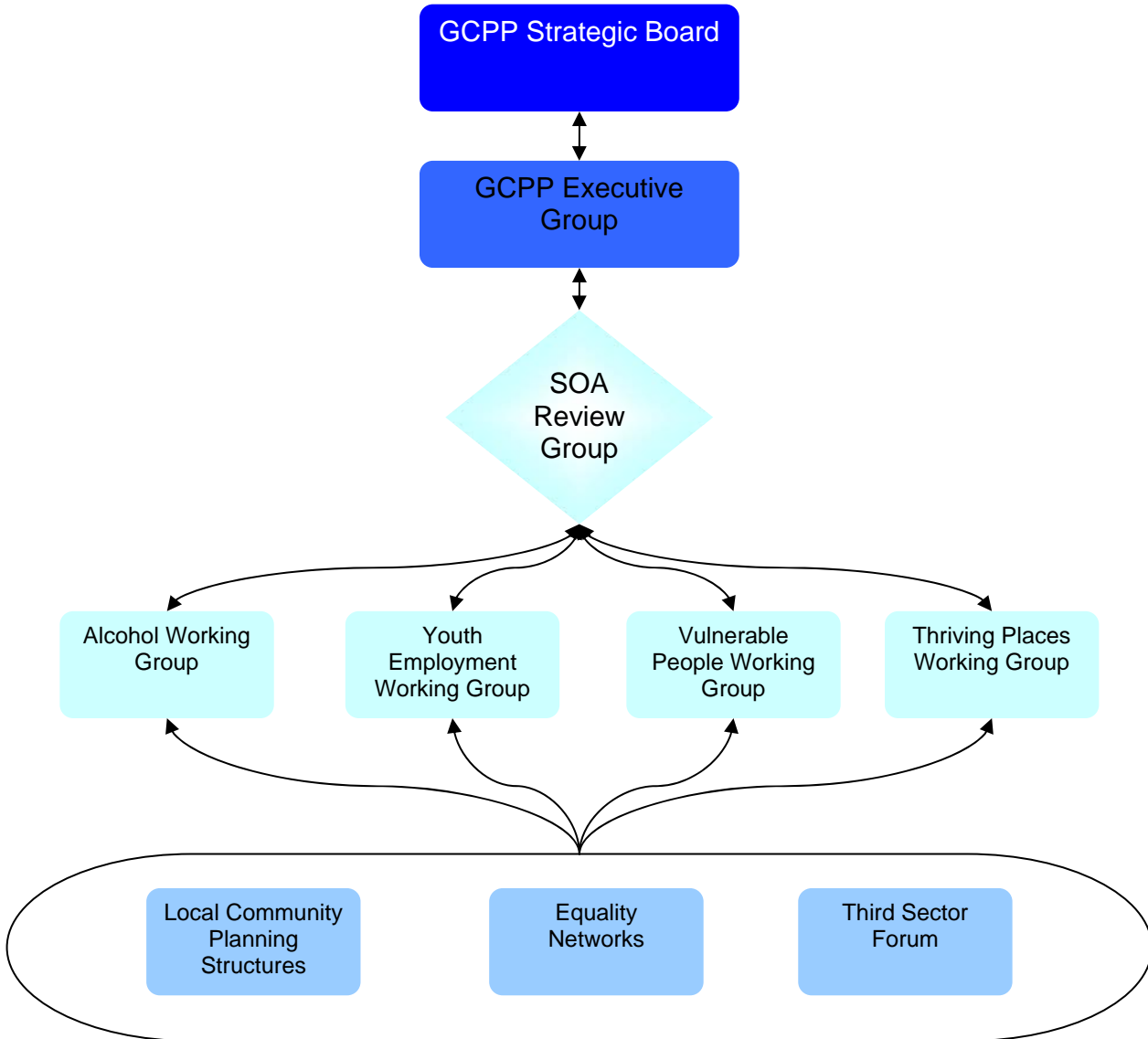
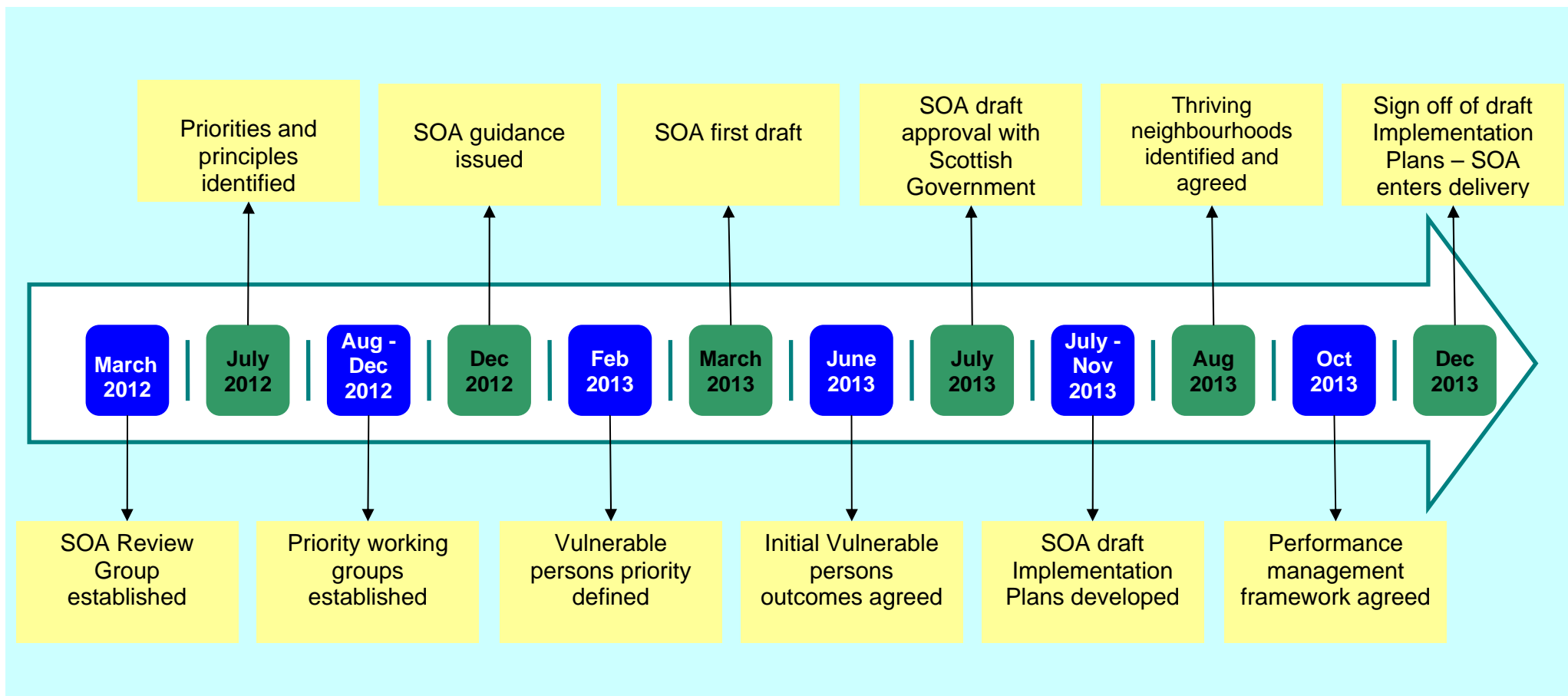




Figure 3.2 illustrates the overall timeline for developing the new Single Outcome Agreement for Glasgow. This also highlights the work remaining to complete the process. Further details of these stages are outlined later in this document.

**Figure 3.2 SOA Development: Timeline**



## 4. Our Priorities

We are at an important juncture for Glasgow as we face significant ongoing economic and social challenges. This SOA represents an opportunity for the CPP to demonstrate the difference that true collaboration can have – that is to deliver better long term outcomes for residents.

Partners are already undertaking a series of reforms both individually and collectively in order to deliver better services and shift the balance of investment towards preventative measures - for example through our successful *Triple P* parenting programme<sup>2</sup>. The ongoing challenge is to focus our efforts even more on what additional added value can come about through partnership working.

Key learning from the early successes of the *One Glasgow* approach will influence the implementation phase of our SOA outcomes. The partners will look to transfer the learning from the One Glasgow model to all SOA priority areas. To achieve successful outcomes for all residents using the One Glasgow approach, Partners will look to 'scale up' the activity and more sharply focus services.

Achieving 'transformational change' in the delivery of services will be very challenging at a time of ongoing uncertainty and public sector spending restraint. It is accepted that to achieve better outcomes both for residents and service providers, new ways of thinking are required and a degree of courage and creativity in approach. In recognition of the challenges, partners have agreed to focus on a limited number of key priorities that contribute to inequality in the city. These are:

- **Alcohol**
- **Youth Employment; and**
- **Vulnerable People**

These will be complemented by a focus on particular neighbourhoods.

Priority setting for this SOA has also been directly influenced by reflecting on the views of residents fed through the extensive consultation networks set up by Community Planning Partners in the city. This is explored further in section 8 of this Agreement.

Our priority setting has also been heavily influenced by a wide range of qualitative and quantitative evidence available to partners. For example, the Marmot Report (2010)<sup>3</sup> and the work of the Glasgow Centre for Population Health (GCPH) have both illustrated the continuing inequalities in the city.

Marmot presents considerable evidence that social inequality drives health inequalities. Glasgow has almost half (46%) of Scotland's 5% most deprived neighbourhoods (according to the 2012 Scottish Index of Multiple Deprivation). In our section outlining the vulnerable people priority we set out activities to help reduce the impacts of deprivation. Likewise the section outlining our youth employment priority reflects the trail of poverty generated by lack of work in early adulthood.

A comparative analysis of Glasgow with Manchester and Liverpool<sup>4</sup> undertaken by the GCPH found that poverty does not explain all of Glasgow's differences. Glasgow has experienced considerably more deaths than those equally poor cities, with a high proportion of these being in the under 65 age group. Of concern is the proportion of these additional deaths that relate to alcohol consumption. This type of analysis has influenced our focus specifically on alcohol as a significant contributor to inequalities in the city, alongside actions to address broader aspects of poverty.

### Links between priorities

The three core priorities in our SOA have also been specifically selected as they share common themes and linkages. Evidence shows that many residents experiencing issues around one of these

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<sup>2</sup> <http://glasgow.triplep-staypositive.net/>

<sup>3</sup> Fair Society, Healthy lives, Marmot, 2010

<sup>4</sup> Investigating a Glasgow Effect – Walsh, Bendel, Jones, Hanlon, Glasgow Centre for Population Health 2010

core themes will also be vulnerable to another – e.g. vulnerability can be exacerbated by unemployment and can manifest itself through an unhealthy relationship with alcohol.

However, these same linkages also mean that partners have increasing opportunities to integrate our approach and resources to deliver against a range of positive outcomes for residents.

We expect that by delivering outcomes around these three priorities and our neighbourhood approach, CPP Partners will also impact upon wider outcomes for Glaswegians. For example, addressing an individual's alcohol-related issues will not only lead to better health and a safer environment, but can affect a much wider set of outcomes, including more engaged and active individuals, more stable families, and more productive employees.

The three priorities and our neighbourhood targeting approach are a good strategic fit with the broader set of National Priorities. There is a wealth of existing partnership activity, much of which is using the same principles set out in this SOA, delivering better outcomes for Glaswegians. Many of these are summarised in section 7 and detailed in Appendix 12c.

### **Our Way of Working**

We will apply an underlying set of principles to take forward our SOA priorities, outcomes and activities. These are:

- **Early and Effective Intervention** defined as *actions which prevent problems and ease demand on services by intervening early, whereby delivering better outcomes and value for money for local residents*
- **Equality** defined as *the creation of a fairer society for all and reducing any disadvantage or discrimination experienced by local residents, and promoting equal opportunity*. Our ambition for the SOA is that it should seek to tackle inequality in the city in whatever form it manifests itself, be it amongst individuals, groups or neighbourhoods. Our outcomes should include clear and co-ordinated approaches to reduce these inequalities wherever they exist.
- **Sustainable Change** defined as *working with communities to achieve lasting change by developing services that are planned and resourced appropriately, and can be delivered and maintained for as long as is required*

Section 6 of this SOA provides further detail of how these principles will be applied.

## 4.1 Our Priorities: Alcohol

### The Issue

Alcohol misuse is recognised as a major social problem. It is a truly cross-cutting issue which pervades all sectors of our community and places significant and disproportionate demands on many Community Planning Partners – both in terms of budgets and operational resources. More importantly, it adversely affects the lives and opportunities of thousands of Glaswegians in terms of health, jobs, education, crime, violence, anti-social behaviour, fire and housing. The contributory role that alcohol plays in a wide range of adverse social consequences has been well documented in reports by the Director of Public Health, Chief Constable and Chief Fire Officer.

Given its cross-cutting nature, alcohol misuse can only be addressed through a strong partnership response. The CPP is ideally placed to bring additional collective resources to bear on the identified outcomes and deliver local solutions whilst also working with Scottish Government and other national bodies to influence the national policy, legislative, and cultural agendas.

Specifically, the opportunity exists for a high level political, civic and multi-agency focus to the challenge of improving the city's relationship with alcohol, and sustaining this focus and commitment for lifetime of the ten year Single Outcome Agreement.

Glasgow has the highest alcohol-related hospital admissions rate to acute services in Scotland (1,488 per 100,000) and also the highest alcohol-related death rate (77.8 per 100,000). Alcohol-related mortality has nearly tripled since the early 1980s and alcohol-related hospital admissions have more than quadrupled in Glasgow.

Glasgow has one of the fastest growing liver cirrhosis mortality rates in the world and has experienced a substantial rise in alcohol-related harm. Around 40% of Accident & Emergency attendances in Glasgow are alcohol related. The *Mental Health in Focus*<sup>5</sup> report from Glasgow Centre for Population Health reports that mental health-related alcohol deaths are 23% higher in Glasgow City compared with Scotland.

The harm caused by current patterns of use of alcohol is extensive, with negative outcomes ranging across health (increased mortality and morbidity), child development and child protection, family wellbeing (e.g. creating major burdens of care for family members as well as services), safety and criminal justice including social disorder and domestic violence, economic and employment related impacts, environmental (e.g. litter) and threats to community wellbeing (e.g. civic pride and having a safe and nurturing environment in which to work, play and socialise).

Four-fifths (80%) of all persons brought into police custody are under the influence of alcohol. In 2010, almost 29,000 alcohol related crimes/offences were detected within Glasgow, with disorder offences accounting for 41% of this total and violent offences accounting for 46%. A recent study of alcohol and violence and young male offenders<sup>6</sup> found that 57% of offenders blamed alcohol for their offending and 81% of offenders who had used a weapon to injure someone were under the influence of alcohol at the time. In 2011/12, over 1,300 people were found Drunk and Incapable (D&I) within the Glasgow area<sup>7</sup>, with a large concentration of these in the city centre.

Scottish Fire & Rescue (SFR) data shows that alcohol consumption is responsible for a significant number of accidental fires in dwellings and fire casualties in the home and is often the underlying cause of fire related anti-social behaviour. It is clear that if alcohol problems can be addressed community fire safety will improve and there would be a corresponding reduction in demand for the services of SFR. The financial implications of a single fire fatality are currently estimated to be around

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<sup>5</sup> <http://www.gcph.co.uk/publications/filter/health%20profiles?aq=mental+health&tag=Health+profiles>

<sup>6</sup> Survey for Scottish Prison Service, McKinlay, 2007

<sup>7</sup> Covering A, B and C divisions

£1.5 million per incident. Where a fire results in a casualty, the financial impact is approximately £175,000.

The links between alcohol, offending statistics and fire related anti-social behaviour are well known and overall the level of fire related anti-social behaviour remains high in comparison to elsewhere in Scotland. A very high proportion of deliberate fire setting involves refuse or rubbish in containers or combustible waste fly tipped on open ground. In 2011/2012 there were 39 incidents of acts of violence against fire crews attending various incidents.

In the context of social harm, 80% of cases of violence between spouses are alcohol related; it is estimated that 80-100,000 children in Scotland are adversely affected by parental alcohol misuse; parental alcohol misuse is the most frequent concern reported to *Childline*; and a third of divorces cite excessive drinking by a partner as a contributory factor.

Much work is already undertaken in the city to address alcohol-related issues – this is explored further in Appendix 12b. For example, the *Glasgow Alcohol and Drug Partnership's* key responsibility is to develop and drive forward with a strategy on how to tackle a broader range of alcohol and drugs issues in the City.

Another vitally important aspect of the city response to alcohol problems to date has been the *Ripple Effect* programme, which is a participatory approach to exploring and responding to the effects of alcohol within communities. Features of this approach include training and support of groups of community researchers – this has yielded a series of community specific reports and has helped to focus the interventions of communities and agencies in addressing identified problems.

The outcomes achieved to date have demonstrated a degree of effectiveness. However enforcement is only part of the solution and a far more sustained and co-ordinated approach to education, diversion and protective service intervention is required if the city is to truly change its damaging relationship with alcohol. This SOA represents an opportunity to strengthen partnership activities around enforcement activities in relation to alcohol and to link this up more effectively with prevention activities across Glasgow.

## The Costs

Recent studies<sup>8</sup> have provided the CPP with a broad insight into the cost impacts of the over-consumption of alcohol. The 2010 published Scottish Government study *'The Societal Cost of Alcohol Misuse in Scotland for 2007'* estimated a national cost of £3.6bn. This national methodology was applied by Alcohol Focus Scotland local data to provide estimates of the cost of alcohol-related harm at a local authority area level. For Glasgow, this estimated the cost of alcohol-related harm in 2010/11 as follows:

- Health Service: £40 million
- Social Care: £56 million
- Crime: £152 million
- Productive Capacity: £116 million
- **Total Costs: £365 million per year**

Health service costs are concentrated mostly on hospital admissions, but also include Accident & Emergency attendances, ambulance journeys, outpatient attendances, alcohol services, prescription costs and GP consultations.

Crime costs in Glasgow City include alcohol-specific offences such as drink-driving and drunkenness. It also includes offences where alcohol is recognised as being a contributory factor, such as breach of the peace and violence.

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<sup>8</sup> The Cost Of Alcohol In Glasgow City 2010/11, Alcohol Focus Scotland, 2012

Social Care costs are calculated based on the estimated level of social work caseload due to problem alcohol use, community service orders and probation orders related to alcohol, and care home expenditure for people with alcohol addictions.

Using the above figures, the direct cost of alcohol harm equates to £615 per head in Glasgow for 2010/11.

If we include estimates of wider social costs of alcohol (such as premature mortality), the overall impact increases again. The Alcohol Focus study estimates these at somewhere (in the range) between £161m to £297m for Glasgow.

Adding these wider social costs potentially increases the estimate of alcohol harm to over £1,000 per head in Glasgow for 2010/11.

An immediate challenge for the Community Planning Partnership during the initial delivery phase of this new SOA is to develop a more sophisticated model which will capture the full detailed financial spend by all partners in relation to early intervention and prevention activities and services across the city. This model will borrow from the good practice and learning from a similar exercise carried out under the One Glasgow programme.

In developing this more sophisticated model, the CPP will not only gain a greater understanding of how resources are deployed across all partners, but will enable us to make more informed choices around how to re-profile investment in services in order to shift the balance away from spending on dealing with the consequences to spending considerably more on prevention services.

### **Our Response**

The CPP has delegated the development of the alcohol priority to the *Alcohol & Drug Partnership (ADP)* in the city. By doing so, this grounds the development of outcomes and activities around the alcohol priority within the context of existing good practice, and ensures a connection between SOA activities and the existing delivery landscape in the city. It also embeds an early and preventative ethos in developing additional activities around the outcomes.

Through this structure, the CPP has agreed an ambitious high level outcome around alcohol for this Single Outcome Agreement. The priority is to galvanise contributions from all relevant partners in the city in order to bring about significant gains in health and social outcomes related to consumption of alcohol. The high level outcome is as follows:

### **“Working with the people of Glasgow to create a healthier relationship to alcohol”**

This will be supported by underpinning outcomes that focus on two major dimensions:

- ***reducing the accessibility of alcohol in communities; and***
- ***reducing the acceptability of misusing alcohol***

Partners have agreed to pursue a range of activities that will impact upon these outcomes. These will include: For reducing accessibility of alcohol in communities:

- *working with licensing processes to develop the over-provision criteria in the new 2013 Licensing Strategy for Glasgow*
- *engaging and working with communities to identify and respond to alcohol-related problems at a neighbourhood level, including use of community led approaches*
- *working with the licensed trade to promote responsible consumption of alcohol; and*
- *working with the public to reduce the habit of ‘preloading’ of alcohol*

For reducing the acceptability of misusing alcohol:

- *promoting culture change towards alcohol, including via social marketing initiatives (such as 'Play Safe'), public communication and dialogue – including a specific focus on the needs of young people and young adults*
- *promoting a healthier approach to alcohol at a civic level, including more options for alcohol free social activity and greater prominence of alcohol-free drinks in corporate entertainment*
- *promoting participation in alcohol-free activities for young people and adults*
- *strengthening family support and resilience*
- *progressing programmes through the 'One Glasgow' Reducing Offending work stream which engage clients in initiatives which reduce offending behaviour linked to alcohol misuse; and*
- *learn from the comparative work being undertaken by the Glasgow Centre for Population Health on drinking patterns across Glasgow, Manchester and Liverpool for local campaigns*

A supporting action will be to create a platform for better sharing of public data relating to the alcohol challenge and the key actions being taken both through the SOA and the wider partnership to address these challenges. We will also look to facilitate and sustain open debate and dialogue with communities on the direct impact that the activities contained within this SOA are having.

The goal for all these additional activities will be to further deepen the multi-agency and wider civic commitment to addressing the challenges created by misuse of alcohol, to create a healthier relationship to the use of alcohol, and to drive real change for the city in this area.

One example illustrating the major potential of a joined up approach to the complex challenges presented by alcohol is seen through the work of the Glasgow Housing Association (GHA), which is currently working with its tenants to identify all the possible factors that are putting tenancies at risk. Some GHA tenants have an unhealthy relationship with alcohol resulting in rent arrears, nuisance, anti-social behaviour, criminality and poor health amongst a number of GHA customers. Through a wide ranging 'tenancy management programme'<sup>9</sup>, GHA are working with other CPP partners to identify and support vulnerable tenants, working with them to look at how they can change their behaviours in order to become stable, resilient and healthy.

The activities highlighted will form part of a wider body of activity aimed at promoting positive health and social outcomes for the people of Glasgow on the theme of alcohol. These include both actions focused specifically on alcohol – such as further development of alcohol treatment services and initiatives such as alcohol brief interventions and work to progress broader developments, such as child protection, family support and violence reduction initiatives.

An implementation plan around the alcohol priority will be developed and agreed at city wide and sector level across Glasgow to translate these activities into a practical and deliverable set of activities. The implementation plan for alcohol will set out the contribution that each partner can make to achieving the outcomes, including the role of communities and individuals.

A key driver for delivering upon these outcomes will be to shift to more early intervention activities. The overall goal will be to minimise the health, social and economic costs of alcohol, which over the longer term will impact in terms of reduced burden of societal costs, including health and social care, policing and public order and many other service areas.

In order to translate this into demonstrable progress, we will look at models of what already works from elsewhere in the city and further afield. A thorough approach to programme planning, including on-going evaluation, will be crucial to determining the progressive impact of the initiatives being implemented in the city.

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<sup>9</sup> <http://www.gha.org.uk/>

## **Success Measures**

An integral part of this Single Outcome Agreement is the Performance Management Framework. This framework will monitor the impact that the SOA outcomes are having on those individuals and communities affected by issues relating to alcohol. In essence, we will track the difference that the additional partnership activity outlined in this SOA will make to people's lives in the city.

We will track the impact over the ten year commitment within this SOA. For some activities, we expect to see a more immediate impact upon outcomes for residents. For others, we realise that we will need to set a longer time frame in order to affect genuine change. Consequently, we will set ourselves a series of targets around each outcome in our SOA that track performance over the short (one year), medium (3 to 5 years), and longer term (up to 10 years).

For all three SOA priorities, we have established a small number of simple headline performance measures relating to each outcome - our so called 'above the waterline' measures. These key strategic measures will help the Glasgow CPP to articulate the broad impact that the additional partnership activity is having on each outcome. These are supported by a range of more detailed operational performance measures around each outcome that relate to the specific outputs, activities, and plans that will contribute to the outcomes – our 'below the waterline' measures.

For our alcohol outcomes, we will track progress by monitoring the following headline measures:

- reduce the rate of alcohol related hospital admissions
- reduce the proportion of residents exceeding the recommended weekly alcohol limit; and
- reducing alcohol related crime, violence and disorder

Appendix 12e of this SOA will set out in more detail our milestones and targets for these measures over the lifetime of this Agreement. It will also provide details of the supporting measures that we will use to track operational performance.

We are confident that we will be able to demonstrate the impact of the additional activity of partners on the alcohol outcomes for communities in Glasgow. In doing so, we also expect that this activity will impact upon the outcome measures for our other priorities, given the strong linkages between each.

## **Accountability and Reporting**

The *Alcohol & Drug Partnership* will assume responsibility for monitoring the development and delivery of the activities and outcomes around the alcohol priority over the lifetime of the SOA. They will also work closely with the three Community Planning Sector Partnerships in the city to monitor the local progress and approaches being adopted in order to deliver against the outcomes.

The Alcohol & Drug Partnership will also co-ordinate the performance monitoring data in relation to the outcomes around the alcohol priority for this SOA. This will be fed back to the Community Planning Partnership for inclusion in an annual performance report.



## 4.2 Our Priorities: Youth Employment

### The Issue

Addressing youth employment is our second priority for Glasgow. Despite significant investment in a range of existing programmes, many of which are innovative and highly effective, youth unemployment within the city remains disproportionately high.

To ensure that we build on the efforts and investments made over the last years, it is essential that we continue to prioritise this area of activity. This will ensure that the city and its young people are well placed and equipped with the skills and experience to compete in the current labour market and to emerge stronger from the current recession.

The unemployment rate for young people is higher than for any other age group. Claimant youth unemployment (16-24) in Glasgow increased from 3,585 in November 2007 to 6,710 in April 2012. The April 2012 rate of 8.1%, was above both the Scottish (6.7%) and UK figures (6.3%). The numbers of young people who have been unemployed for 12 months or more doubled between 2010 and 2012. In addition, despite significant recent progress, Glasgow continues to have a disproportionate number of young people who leave school with no positive destination, approximately 11%.

Youth unemployment is also disproportionately concentrated in the city's most deprived neighbourhoods. For example, in Parkhead/Dalmarnock, the Claimant Count rate for young people is eight times that for Newlands & Cathcart.

Tackling worklessness will continue to be a major challenge for the city particularly in the context of a constricted labour market in which skills, experience and qualifications are of increasing importance and critical factors for entering the labour market.

A recent study by Oxford Economics<sup>10</sup> estimated that the total number of jobs in the city is not expected to regain its 2008 peak in the short to medium term and that furthermore the shortfall in demand could be as high as 10,000 jobs per year. The experience of the 1980's and its impact on youth unemployment (often leading to generational unemployment) indicates that if we are to avoid the same outcomes, then we must endeavour to prioritise youth unemployment, improve transitions from school and maximise opportunities for training and development for our young people.

Considerable activity has been undertaken in recent years around youth employment – this is set out in more detail in Appendix 12b. Much of our recent focus has been to try to simplify the landscape of youth employment activity in Glasgow. Partner delivery, types of interventions and the amount of provision in the city is significant. There are a number of on-going initiatives currently supporting youth employment in Glasgow, including:

- *Glasgow Youth Employability Partnership* which is committed to delivering upon key priorities including reducing youth unemployment and supporting vulnerable young people
- the *Youth Gateway* which focuses on improving pre and post school transitions and outcomes for 16-19 year olds, by pooling resources from various agencies in order to support young people into employment
- *Commonwealth Initiatives* including, Apprenticeships, Graduate and Commonwealth Jobs Fund; and
- wide ranging voluntary and third sector activity aimed at both pre and post school leavers and vocational activity

A number of strategies underpin much of this activity including *Opportunities For All*, *16+ Choices*, *The Glasgow Youth Employment Strategy* and the recently launched *Scottish Government Youth Employment Strategy*.

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<sup>10</sup> Glasgow Labour Market Study, Oxford Economics, July 2012

All of the initiatives are underpinned by a range of delivery mechanisms which involve stakeholders at a local level, co-ordinated city wide delivery working with employers, young people and strategic partners. A '*Youth Employability Pipeline*' has been developed to channel core support activity within the city, emphasising how a young person might be supported through the pipeline whilst highlighting the significant levels of provision available within the city. This provision can be commissioned or delivered by Partners, or as part of national programmes, such as *Modern Apprenticeships*.

## **The Costs**

There is a clear economic and social basis for supporting our young people into work. In financial terms, the cost to Glasgow of youth unemployment is one that the city can ill afford. There is a growing evidence base at a Scottish and UK level detailing this.

Youth unemployment has longer term impacts both for the individual and for wider society. The longer terms 'scars' include impacts on future employment prospects, future earnings prospects, the individual's health as well as to wider society and the public purse. The Scottish Government estimates the lifetime cost of a single cohort of young people failing to make the transition into regular employment to be in the region of £2 billion<sup>11</sup>.

The ACEVO Commission on Youth Unemployment carried out a study in 2011 titled "Youth unemployment: the crisis we cannot afford." This UK wide report<sup>12</sup> calculated that the average level of benefits paid to 16-17 year olds costs £3,559 per year and the average benefits paid to 18-24 year olds costs £5,662 per year. In addition, the report also concluded that benefits paid are not the only cost to the exchequer when young people are not in employment. There is also a loss in terms of the income foregone from tax and national insurance receipts when a young person is not in employment – this is estimated at £1,199 per person under 25.

Extrapolating these figures to Glasgow, this equates to £69m per annum in benefits paid out and incomes lost to key claimant groups under 25 (spring 2011 data).

Excluding DWP and other national budgets, the City Council estimates that Glasgow currently spends circa £54m each year on supporting youth employability. This includes European programme funding which is due to end in December 2013. The new programme is not anticipated to start until July 2014 therefore the budget landscape will change through this transition, creating an additional set of challenges for the city.

Aside from the Glasgow specific programmes developed by CPP partners, there is a larger investment by national bodies such as Skills Development Scotland and Job Centre Plus in supporting young people in Glasgow through national programmes such as the new *Employability Fund* which replaces the former national training programmes, *Opportunities for All* funding, *Modern Apprenticeship* funding and the *DWP Work Programme*.

Given this busy landscape, a comprehensive picture of the total investment in the city to support young people into work or other positive destinations is required. During the early part of this 10 year SOA, we will commit to undertake a full audit of the entire investment in order to better understand all possible resources and delivery landscape across the city, including those from the public, private, voluntary and education sectors. The purpose of this will be to review if we are making the best use of all available assets and are working collaboratively, and if need be, to add value to the partnership process by greater integration of services and budgets.

## **Our Response**

We will work together to achieve an ambitious high level outcome around youth employment for this Single Outcome Agreement:

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<sup>11</sup> Based on an estimated 36,000 16-19 years olds NEET in Scotland in 2010, Scottish Government 2012

<sup>12</sup> - Youth unemployment: the crisis we cannot afford, The ACEVO Commission on Youth Unemployment, 2012

***“all young people (aged 16-24) are supported to progress into and sustain employment”***

This will be supported by three underpinning outcomes:

- ***increase the number of employers recruiting Glasgow young people***
- ***all young people develop the skills, attitude and resilience required for employment; and***
- ***all key employability partners use an agreed data hub***

We will pursue a range of activities that will impact upon these outcomes. These will include:

*For increase the number of employers recruiting Glasgow young people:*

To stimulate demand for jobs for young Glaswegians, the full range of CPP partners in the city will use their position and influence to change and improve employers' perception of the skills and abilities of Glasgow's young people. For example, there is a perception that young people from surrounding local authority areas with higher educational attainment levels are considered to be of higher value and therefore more sought after for employment opportunities.

We will hope to change this perception and also support Glasgow employers in other ways such as through the Glasgow Economic Leadership and developing the skills pipelines to address skills gaps to encourage employers to consider more Glasgow residents for job opportunities.

We can also do more to offer support to employers to address a range of other issues for young Glaswegians. City employers often cite outside factors with some young employees or trainees as influencing their decision to retain and develop them long term. For example, where young persons have personal issues such as alcohol, mental health, offending, a physical disability or debt, which can impact on their working lives, some employers (particularly small and medium enterprises) are not always able to provide the level and type of support to help resolve such issues for young employees or trainees. In some instances, this could influence decisions by employers to retain employees or trainees. The broad range of CPP partners will be best placed to provide appropriate support to employers and individuals to address wider issues that can affect the recruitment of young people and the sustainability of employment.

Success will also depend on further developing partnerships between the public, private and third sectors in the city and in particular the private sector leading on this activity. In the first instance we will track young people entering employment and compare this to the recruitment activity in the city. This will provide a measure of how successful Glasgow young people are at being recruited into local job opportunities and will provide evidence of where further targeting and support is required. This will be done in conjunction with developing our skills pipelines to address identified skills gaps.

*For ensuring that all young people developing the skills, attitude and resilience required for employment:*

At the same time as stimulating employer demand for a Glasgow workforce it is vital to ensure that young people are ready and able to meet the opportunities that will be generated. We need to continue to ensure the right activities are available in the city to ensure young people are maximising their skills and able to present themselves to their best advantage.

One of the most significant responses to youth employment in this SOA will be a commitment to extend the scope of the Youth Employability Partnership in the city to all 16-24 year olds rather than just the 16-19 age group at present. There is a potential beneficial spin off of this work given growing recognition that the type of intensive interventions developed for 16-19 year olds would be of significant value to the older age group who are also being disproportionately affected by unemployment in the current economic circumstances.

The rationale for this will be brought more clearly into focus for the older age group as individuals begin to flow out of the *Work Programme* without gaining a sustained employment outcome and the partners require to develop a joined up response to stop this group from being further disadvantaged in the labour market. This also has relevance to the SOA vulnerable people priority.

Evidence suggests workers will require to make career changes as the 'job for life' no longer exists for the majority of people. The expectation is that this happens in the later years of employment. However there are signs that young people are being forced through economic circumstances to deal with this issues at a much younger age. The resilience of young people to cope with and progress through the labour market will be a particular focus for our youth employment priority, and the theme of building the resilience of young people through a variety of means will play a key role in the implementation and delivery of this SOA priority.

The cost of transport can be another challenge for young people and a real barrier for some of those seeking or trying to sustain employment, and for those attending training or education. We will build upon existing good work such as that between Strathclyde Partnership for Transport and other partners to provide discounted travel schemes for our more vulnerable young people.

To support *all key employability partners use an agreed data hub*:

This may initially read as an action rather than an outcome for individuals. However, this will be essential to the successful delivery of the first two outcomes. We need to be able to track progress to measure our success. There are a number of management information systems in use in the city depending on the funding source of activities or where performance is reported. One of the activities which will help bring about real change in the city is to develop a Glasgow data hub that all partners sign up to and is used by all delivery partners.

The ambition is for a hub that will track young people through and into their journey to employment and will also provide real time information on other factors such as 'churn' and barriers for disadvantaged groups. This will enable us to make quicker and more informed strategic decisions on resource allocation and implement early intervention measures and will also better enable employers to identify suitable local labour.

## **Implementation**

A detailed implementation plan around the youth employment priority will be developed and agreed by us at city wide and sector level across Glasgow to translate these activities into a practical and deliverable set of activities. The implementation plan for youth employment will set out the contribution that we can each (public, private, voluntary) make to achieving the outcomes, including the role of young people and communities in the development and delivery process.

## **Success Measures**

For our youth employment outcomes, we will track progress by monitoring the following headline measures:

- the youth (16-24) Claimant Count rate, including duration of unemployment
- the percentage of school leavers in positive and sustained destinations; and
- the employment rate (16-24)

These headline outcome measures will be supported by a range of more detailed outcome and activity measures to track progress over time. Some of the key measures might include:

- an increase in the percentage of young Glaswegians employed by Glasgow employers
- a reduction in employment turnover (entering and exiting employment) for young people
- an increase in all positive destinations routes including self-employment and volunteering

- an increase in positive destinations for more vulnerable young people, including a greater success in accessing employment opportunities
- a decrease in young people being mandated to the Work Programme; and
- an increase in young people's ability to cope with and progress through adversity in the labour market - this will be linked to wider activity promoting resilience in life

Appendix 12e of this SOA will set out in more detail our milestones and targets for these measures over the lifetime of this Agreement. It will also provide details of the supporting measures that we will use to track operational performance.

### **Accountability and Reporting**

Moving forward, the existing *Youth Employability Partnership* (YEP) in Glasgow will assume responsibility for monitoring the development and delivery of the activities and outcomes around the youth employment priority over the lifetime of the SOA. The YEP will review and develop its own current action plan to incorporate activity in support of the priority.

The YEP will also work closely with the three Community Planning Sector Partnerships in the city to monitor the local progress and approaches being adopted in order to deliver against the outcomes.

The YEP will also co-ordinate the performance monitoring data in relation to the outcomes around the youth employment priority for this SOA. This will be fed back to the Community Planning Partnership for inclusion in the annual performance report.

## 4.3 Our Priorities: Vulnerable People

### The Issues

Vulnerability is a significant issue for Glasgow, with many individuals and families facing situations where they are subject to increased levels of risk. People can be exposed to greater levels of vulnerability based on the situations they face themselves in such as sickness, low income, or bereavement. Additionally, there are those at risk through the behaviours of others such as prejudice and discrimination. All of these issues place great stress and pressure on individuals and communities.

Evidence suggests that a disproportionate number of Glaswegians lives are impacted by a range of issues surrounding vulnerability. For example, SIMD 2012 demonstrates that over one-in-five (22%) Glaswegians are income deprived, compared to 13% nationally. One third (33%) of Glasgow children are defined as living in poverty<sup>13</sup>, compared to 19% across Scotland. Almost one-in-ten children in Glasgow (9%, or 10,415) are known to Social Work Services. The number of children looked after in the city was 3,761 in July 2011<sup>14</sup>, over 23% of the Scottish total, despite Glasgow accounting for less than 11% of children in Scotland.

The number of people prevented from working as a result of disability or sickness (and potentially limiting income) is 43,000 in Glasgow, or 36% of the inactive population, compared to just 31% of the equivalent Scotland population and 24% across the UK.

Over one-in-four adults in Glasgow (115,000) have a mental health issue<sup>15</sup>. This can lead to greater levels of vulnerability for some in this group – e.g. people with mental health issues are three times more likely to be in debt.

A sizeable number of new migrants have arrived in the city in the past 5-10 years from different routes – for example, as refugees or economic migrants. For some parts of the city such as Pollokshields East, up to half of residents are from Black or Minority Ethnic (BME) communities. This provides some unique challenges in relation to the provision of key services to support such diversity of residents – e.g. how public bodies can support individuals and families who are experiencing discrimination, potential exploitation or targeted hostility.

The costs to the individual and their families can be massive, both in economic and human terms. As a city and society in general, there is a great financial cost to dealing with the consequences of increased vulnerability amongst residents. A significant proportion of public sector budgets focus on supporting individuals and families at times of vulnerability and risk.

We want to shift our emphasis on the resources we apply to supporting vulnerable persons in the city – only by doing so will we free up more of our budgets to enable us to provide the type of support for people, families and communities that will help them to be more resilient, confident and able to cope. At present, we spend £290m<sup>16</sup> (2012/13) on care for older people in Glasgow, of which just 5% focuses on trying to prevent or anticipate risk factors and 95% is spent on providing the health and care services required.

A further compelling imperative for focusing on this priority relates to the human costs. Too many individuals, communities and neighbourhoods are not able to fulfil their potential, and for many residents, those factors that increase vulnerability such as low income, poor health, or unemployment are deep rooted and intergenerational.

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<sup>13</sup> <http://www.scotland.gov.uk/Resource/0040/00403453.xls>

<sup>14</sup> <http://www.scotland.gov.uk/Resource/0038/00388980.xls>

<sup>15</sup> Glasgow City Community Health Partnership Development Plan 2012/13

<sup>16</sup> Reshaping Care for older people, Joint Strategic Commissioning Plan, Glasgow City partnership 2013

If Glasgow is to become a truly thriving, inclusive and resilient city, it must use the collective influence, talents and resources of Community Planning Partners to break the cycle of those very factors that create or sustain vulnerability for many residents. CPP partners must have the ambition to work together more collaboratively and imaginatively, and also alongside residents themselves to build and deliver better outcomes for vulnerable groups in the city.

## The Costs

The cost implications of providing protective services for vulnerable people in the city are significant. For example, the overall Council Social Work budget in the city alone was £597m in 2012/13. Some of the known direct costs\* of providing services to potentially vulnerable groups are as follows (2012/13 unless otherwise stated):

- Care for older people (Social Work Services) - £181 million
- Mental Health (Community Health Partnership) - £135 million
- Looked after children (Social Work Services) - £121 million
- Homeless (Social Work Services) - £75 million
- Geriatric Assessment and rehabilitation (NHS budget) - £46 million
- Addictions Services (NHS and Social Work Services) - £41 million (2011/12)

*\*it should be noted that several of these costs are components of larger budgets – we have selected these as they relate to potentially vulnerable groups*

Some illustrations of the complex costs of supporting vulnerable people are as follows:

- the average cost of placing a child in secure accommodation is £271,000 per annum
- the cost of placing a youth offender in a young offender's institution is £59,000 per annum
- supporting a person with dementia in local authority accommodation is £42,000 per annum

In 2009, the Community Health and Care Partnership set out a strategy to improve services for vulnerable young persons in the city. As part of the context for that strategy, it set out to quantify the costs to the city of dealing with this particularly vulnerable group. It cited research<sup>17</sup> that the costs to the public purse of providing a range of services to persons demonstrating persistent anti-social behaviour (aged between 10-28) was ten times the cost of services to a child with no behavioural problems (£70,000 per child instead of £7,000 per child). It further cited evidence<sup>18</sup> that the returns on investment to the public purse are greatest at earlier intervention stages.

In October 2008 the Joseph Rowntree Foundation concluded<sup>19</sup> that child poverty costs the UK at least £25 billion a year, including £17 billion that could accrue to the Exchequer if child poverty were eradicated.

The cost of protecting vulnerable people in the city is likely to be exacerbated by the estimated impact of welfare reform. Recent work by the *Fraser of Allander Institute*<sup>20</sup> estimated that in total, benefit payments to the most vulnerable in Glasgow will fall by almost £115m and that there will be a loss of almost 1,300 jobs and £34m worth of wage income in the city.

While much of the human cost of vulnerability cannot be fully quantified, the more tangible costs incurred by public organisations in dealing with issue of poverty and deprivation must be better understood and monitored to ensure that we are directing our resources as much as possible toward prevention and early intervention.

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<sup>17</sup> The costs of anti-social behaviour in younger children, Knapp et al, London School of Economics 1999

<sup>18</sup> Human Capital Policy, Carneiro and Heckman, 2003

<sup>19</sup> <http://www.jrf.org.uk/sites/files/jrf/2313.pdf>

<sup>20</sup> The Economic Impact of Welfare Policy Changes in Glasgow, Fraser of Allander Institute, September 2012

## Our Response

The Community Planning Partnership in Glasgow has agreed an ambitious high level outcome around supporting vulnerable people for this Single Outcome Agreement:

***“particularly vulnerable individuals and communities are effectively supported to become more resilient despite the economic context”***

This will initially be supported by outcomes that focus on two aspects of vulnerability, namely, *homelessness and housing need*, and *In-work poverty*.

For homelessness and housing need, our outcome is as follows:

- ***we will work together to intervene early to prevent homelessness or reduce the risk of homelessness***

For in-work poverty, our outcome is:

- ***we will reduce the number of residents affected by in-work poverty***

In the short term, we might concentrate on taking a more collaborative approach using the full weight of our broad partnership to supporting vulnerable people in these groups to cope better with the immediate situations or crisis points they face. In the longer term however, our approach will very much be a preventative one. A key outcome is to improve the quality of life for each individual by supporting them to become more confident, resilient and in control of their own circumstances.

Our response will reflect and build upon a wealth of existing work undertaken in the city to support vulnerable residents – this is outlined in Appendix 12b of this SOA. The response within the SOA around vulnerable persons will be part of a wider effort we will make to tackling poverty and deprivation in the city, through Our *Poverty Leadership Panel* Action Plan. This approach will address specific key themes including *changing attitudes to poverty, credit and debt, child poverty and work and worth*.

### Homelessness and Housing Need

The causes of homelessness are complex and multi-faceted. There is a well established relationship between homelessness and high levels of poverty, unemployment, problematic drug and alcohol use and family breakdown and this is clearly reflected in the profile of homelessness applicants. A significant number of homeless people are, therefore vulnerable with complex needs beyond housing.

In 2012/13 Glasgow City Council received 8,240 homeless applications. This represents nearly a third of Scotland’s total number of homeless applications.

The continued pressure on the city’s housing stock; alongside the reduced investment in new supply housing; the fiscal challenges across the public sector; and increased understanding of the improved outcomes that result in sustaining people in accommodation require that approaches aimed at preventing homelessness are becoming increasingly important.

Additionally, an estimated 16,000 housing claims in Glasgow are likely to be affected by Welfare Reform. The impact is likely to be particularly noticeable on the disabled. It is anticipated that the Social Sector Size Criteria (the under occupancy rule, or ‘bedroom tax’) will have a detrimental effect on many disabled people in Glasgow. It is anticipated that it will affect at least 1,500 households in Glasgow, with an average loss of £52 per month in benefit entitlement (or £728 per year)<sup>21</sup>. Emerging

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<sup>21</sup> Daily Hansard UK Parliament, 23<sup>rd</sup> January 2013



evidence<sup>22</sup> suggests that rent arrears will increase significantly putting added financial pressure on both tenants and housing providers.

In response, we can provide a range of advice and support services in order to encourage residents to maximise their incomes within the current landscape ahead of the changes, offering support on budgeting, money advice (where existing debts) and models of bill paying services, basic bank accounts, etc. This approach could be further enhanced or 'scaled up' by applying the resources of the full range of CPP partners (public, private, community and voluntary sectors) to this approach. In particular, we will look to improve and enhance the role of community based resources in homelessness prevention and working with vulnerable people in transition. We can also review the city's collective responsibility to young Care leavers to improve access to permanent accommodation.

### **In-work poverty**

Evidence suggests that this is a major issue with more than half of children and adults in poverty living in a household where someone works. There are significant numbers of working parents on low income whose situation may have changed due to changes in the Tax Credit System, the increasing cost of child care, or due to changing working patterns due to adverse trading conditions for their employer. There is also strong evidence that even a relatively small reduction in the net disposable income of such families can make them at risks of being in debt, possibly threatening the family home due to rent or mortgage arrears.

One way that we might address this could be via a focus on targeted, co-ordinated assistance aimed at those in employment on low income or those who are 'under-employed'. This group of potentially vulnerable people could be offered a range of services such as monetary advice and budgeting assistance, employability support services, child care support, housing advice and signposting to other forms of support where appropriate (e.g. Credit Unions, or food banks). We can work to ensure that residents are accessing all available services and that they are confident to do so. We will also explore providing alternative delivery models for providing support services where required.

### **Broad Principles**

Our aspiration is not just to help individuals and families to cope with immediate risk or crisis situations, but to build their confidence and resilience to such situations in order that they can actually thrive.

There are a number of critical influences that will greatly impact upon issues of vulnerability for many Glasgow residents – including the current economic recession, Welfare Reform, financial austerity and the re-structuring of health and social care across Scotland. A complete picture of all of the possible impacts of these changes cannot currently be predicted.

Our 10 year SOA is therefore intended to be a flexible, responsive plan for people and place. At this stage, it is neither feasible nor appropriate to finalise specific outcomes and activities for specific vulnerable groups in the city. Instead, we have agreed broad principles that will shape and influence the approaches to be taken once all the issues and outcomes have been defined.

Rather than attempt to label or segment particular groups within the community, we can best define vulnerability through a series of risk factors in the lives of individuals and families at particular transition points in their lives. We will start by identifying individuals and families who may already be struggling to cope – e.g. due to a disability, low income, or mental health issues, and also those experiencing large and often rapid changes in circumstances such as through sudden illness, bereavement or job loss. We will also focus in more detail some of the key transition phases in people's lives, such as young people leaving care, adults leaving prison, and retirement in order to better understand those factors that can increase vulnerability.

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<sup>22</sup> <http://www.bbc.co.uk/news/uk-21756567>

In doing so, our ambition is to better support those individuals and families identified as most at risk ensuring that they do not become even more vulnerable. We will start by developing activities that build upon existing support for specific vulnerable groups and those in key transition phases in the city. i.e. to identify where there is real potential for more joined up working in order to affect real change in outcomes. Where there is an opportunity or gap identified for CPP partners to provide new services, this will also be reflected within the activities planned to support this SOA priority. Some of these support activities might be tested out in a smaller scale during the first year or two of the new SOA timeframe and rolled out on a bigger scale over the longer time frame of the SOA, where they prove effective.

Our approach does not look to segment or label particular groups in the city for attention. Instead, we can predict increased risk by identifying some of the key characteristics or situations that we know often leads to increased vulnerability within Glasgow. These include:

- ***in work poverty***
- ***homelessness and housing need***
- ***vulnerable children and young people, including young care leavers***
- ***ex offenders***
- ***disability including mental health issues***
- ***vulnerable neighbourhoods; and***
- ***Black & Minority Ethnic communities***

Many vulnerable people in Glasgow experience more than one of these situations or characteristics, thus intensifying the issues for individuals and the costs for those trying to support them. Currently however, too many of our responses and services are designed to deal with one particular group or one particular set of issues. We required a far more integrated or 'whole-system' approach to support individuals.

Our approach will be influenced by and draw upon the principles and practices of the One Glasgow work streams. Much of the work of One Glasgow to date has been to identify and targeted some of our most vulnerable groups in the city. We will expand many of the positive elements of our One Glasgow approach and scale up activity to cover a wider base of vulnerable and at risk groups.

For example, we will look to extend the integration of our information and intelligence systems around vulnerable individuals, and promote wider use of 'hub' models or co-location of services, in order to plan and deliver a series of joined up responses to support those at risk - this recognises the often complex series of issues that residents might face.

Additionally, we can build on the early work of the One Glasgow Early Years and Early Intervention approach for children aged 0-8, which has developed a model to identify those families with children who are currently 'just coping' and in danger of tipping over into far greater vulnerability or risk if not supported at critical stages.

We aim to work in collaboration with all partners to identify and manage risk early in a child's life and work with their parents/carers to improve their life chances. This work complements the Scottish Government and COSLA, Early Years Framework, Equally Well and Achieving our Potential that have been developed to bring about societal change in Scotland. Getting it Right for Every Child, GIRFEC, is the key approach to take this work forward, through the delivery of; a child-centred, multi-agency service to support and care for children and young people.

### **Future themes**

We anticipate that we will likely need to address many different critical themes over the lifetime of the SOA. We will appraise the impact of any emerging issues on specific groups or individuals and provide an appropriate level of response. This flexibility in the process will be important given the continued uncertainties around welfare reform, the economy and the reductions in public spending.

Our understanding of specific individuals and communities and their subsequent needs will improve over the lifetime of this SOA. For example, the 2011 Census results will provide us with much more local detail about a cross section of issues. In particular, the Census is likely to enhance our understanding of the risk factors surrounding Black and Minority Ethnic communities in the city. This should give us a better grounding in the issues and how to respond to these.

### **Building on existing work**

There are several already well advanced in Glasgow which we will draw upon in bringing together our approach to vulnerable persons through this SOA. These include:

- Our *tackling poverty together* framework is a city-wide response to wider issues of poverty and inequality in Glasgow
- Our *Financial inclusion strategy*: co-ordinating shared working across a range of advice services in Glasgow to ensure that city residents have access to appropriate advice and services on banking, credit and debt, particularly attempting to limit the influence of loan sharks and other predatory financial providers
- *Housing options strategy*: our approach to preventing homelessness, whereby an appraisal of all options is considered for individuals and families at risk. The Glasgow Housing Options Service is led by Glasgow Housing Association and the Council, working with other local Housing Associations and Glasgow Homelessness Network. It is currently being expanded to meet the anticipated increase in demand for advice on sustaining tenancies
- Our *Digital inclusion strategy*: working across agencies to increase Glasgow resident's access to the internet and potentially access to more information, support and advice
- *Long term conditions and Macmillan strategy*: working with vulnerable people diagnosed with chronic conditions such as cancer, heart failure or stroke and struggling to access services. Delivered by CPP partners in conjunction with charities and voluntary organisations, the service offers money advice and support service such as debt advice, money management, benefits advice, and help with housing issues; and
- *One Glasgow*: our public service reform programme to deliver sustained system change, accelerated service integration and improvement to deliver shared priorities and outcomes. The work streams of One Glasgow are targeting some of our most vulnerable residents in the city including children 0-8, young offenders, and vulnerable older residents

### **Implementation Plans**

Detailed implementation plans will be developed and agreed by CPP partners at city wide and sector level across Glasgow to translate our ambitions practical and deliverable activities. The implementation plan for vulnerable people will set out the contribution that each Community Planning Partner (public, private, voluntary) can potentially make to achieving the outcomes, including the role of communities themselves in the development and delivery process.

### **Success Measures**

We will agree a series of more detailed outcomes to underpin this priority and its implementation by autumn of 2013. These outcomes will be supported by a series of outcome measures. The collective impact of measures taken through this SOA will help mitigate some of the worst effects of the current and future climate on some of our most vulnerable groups – we will therefore use a series of outcome measures to demonstrate that more vulnerable people are coping with the situations they find themselves in.

Our approach is about much more than supporting residents to merely cope with situations however – it is about developing ways to build the resilience, confidence and aspiration of individuals, and supporting them to thrive in the longer term. Success will be measured where more Glaswegians can better manage key transition points in their lives, reducing any future risk and potential vulnerability. Our performance measures will therefore also monitor critical factors such as the resilience, confidence and aspiration of individuals and communities.

### **Accountability and Reporting**

A specific 'Vulnerable People Working Group' will oversee the delivery of outcomes around this priority. This group will oversee the initial development of the more detailed outcomes that will underpin the overarching outcome of *particularly vulnerable individuals and communities are effectively supported to become more resilient despite the economic context*.

It will also have the critical task of identifying new and emerging themes and outcomes linked to aspects of vulnerability in the city over the lifetime of the SOA.

The working group will oversee the implementation of specific action plans to deliver upon these outcomes. This group will work closely with the Sector Community Planning Partnerships to agree these action plans.

## 5. Thriving Places: An intensive Neighbourhood Approach

This SOA includes a commitment by us to support a range of specific neighbourhoods and communities within Glasgow in order to accelerate better outcomes for all our residents. This is driven by clear evidence that shows that inequality persists for some Glaswegians.

The approach to be undertaken in these areas will be complementary to those outlined for each of the three core SOA priorities, which we expect to be achieved city-wide. However, the neighbourhood approach recognises that for some neighbourhoods and communities, the issues are often more complex and multi-layered. Therefore the solutions for these neighbourhoods need to be more flexible and focussed. This section sets out an approach that will make best use of the full range of resources and assets of the CPP to deliver better outcomes for these neighbourhoods.

### The evidence

Glasgow is a better place to live, work and visit and the lives of residents have been materially improved since 2004 when the Community Planning Partnership formed – more people are economically active and in work, educational attainment and achievement is at its highest recorded level, health in general has improved and more residents are engaged in healthy behaviours, communities are safer, and our environment is cleaner.

The Scottish Index of Multiple Deprivation (SIMD) provides a comprehensive measure of relative deprivation across Scotland, and reflects multiple aspects of the lives of residents living in local communities. In 2004, the SIMD indicated that over half (53%) of Glasgow residents lived in neighbourhoods deemed to be amongst the most deprived in Scotland (i.e. bottom 15%). By 2012, this had dropped to 39% of residents, or put another way, 75,000 fewer residents were living in a most deprived area. The reductions were thanks in part to those improvements outlined above – overall, Glaswegians are more economically active, better educated, healthier, and safer.

However, inequalities continue in the city and not all Glaswegians have experienced the overall improvements in standards. For too many, the improvements made have not come about quickly enough, and indeed for some, inequalities have actually grown over the same period. The very same evidence that demonstrates the overall improvements in the experiences of ordinary Glaswegians also illustrates the challenges for Glasgow.

The city still contains almost half (46%) of the most deprived (5%) neighbourhoods (Data Zones) in the country. Additionally, 124 local Data Zones have remained ‘stuck’ in the bottom 5% ranked most deprived areas across Scotland since every release of the SIMD since 2004 – these neighbourhoods and many of the residents who live there do not appear to have enjoyed the same improvements experienced by fellow Glaswegians.

A wealth of data and research has been conducted in Glasgow to examine why some neighbourhoods and communities fair worse than others. For example, the *Understanding Glasgow* Indicators Project demonstrates persistent and increasing inequalities within Glasgow over the last decade, with some neighbourhoods experiencing poor outcomes across a wide range of indicators.

A qualitative research study<sup>23</sup> in some of those areas that have remained stuck found just how multi-dimensional and complex issues surrounding persistent deprivation are. Factors such as health, education, employment, crime and housing emerged as key themes. However, the report authors also reflected on a number of other recurring but more intangible themes present - aspects of aspiration, confidence, resilience and self esteem that were expressed throughout their interviews in all areas, coupled with issues of territorialism, insularity and stigma.

Research such as this confirms that increased levels of investment in conventional public services cannot alone provide the solutions to addressing levels of inequality in particular communities. Indeed, analysis of investment in public services shows that some of these areas displaying

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<sup>23</sup> *Persistent Poverty in Glasgow: Beyond the Statistics*, Ramsden, 2011

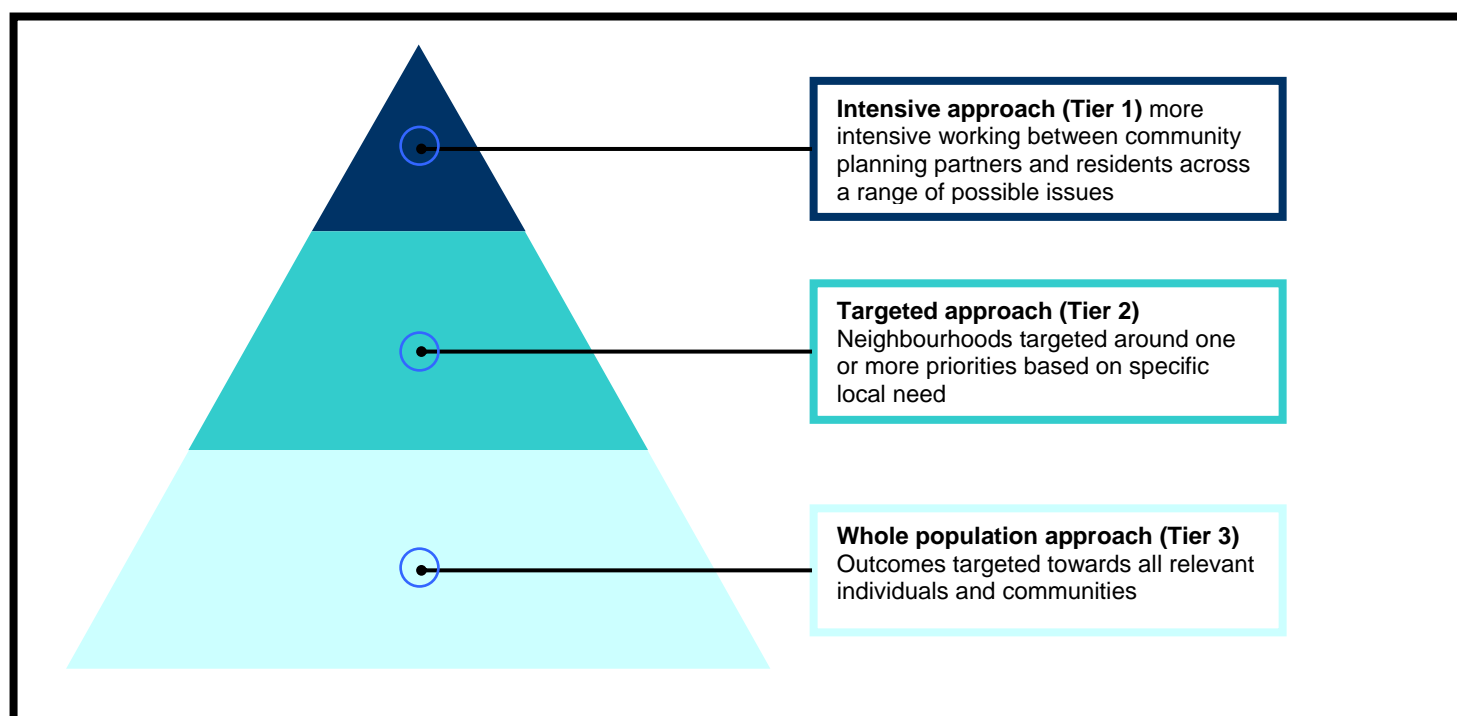
persistent and long term deprivation have received above average levels of physical investment. The conclusion for Community Planning Partners is that there is not necessarily a 'silver bullet' or one-size-fits-all solution to tackling deprivation in Glasgow.

## Our Response

Consequently, we will adopt a different approach to support for these communities over the next decade. The challenge is to adopt a new way of working amongst service providers, working side by side with communities, to make better use of existing resources and assets, many of which are already embedded in communities themselves. Our aim is to develop and support thriving communities all across Glasgow. We will start by focusing on a few neighbourhoods to begin with.

Figure 5.1 illustrates the model of delivery that we will adopt to achieve a range of positive outcomes for local communities in the city – otherwise known as our 'thriving places' approach.

**Figure 5.1 – The Thriving Places Approach within the Glasgow SOA**



### Tier 3

This describes our city wide commitment, or our blanket approach where all individuals and communities in the city can expect to benefit from the range of activities and services described in section 4 (our priorities) to deliver on the outcomes within this SOA.

### Tier 2

This describes a more targeted approach where additional activity will be undertaken within a small number of neighbourhoods, and will focus upon supporting one or more of the specific outcomes within this SOA. These will essentially represent 'hot spots' around alcohol, youth employment or vulnerability where we will look to focus additional attention or resources on addressing such issues. These neighbourhoods will be identified by examining a range of robust evidence.

The additional actions taken by CPP partners in these 'hot spots' might vary in length and intensity, depending on the nature or severity of the issue – for some, the actions required may take longer to affect change, but for others the interventions may be short, sharp and more intensive in focus.

### Tier 1

The intensive neighbourhood approach will initially focus upon a small number of neighbourhoods across Glasgow, with Community Planning partners jointly working together across a range of

potential issues within these communities. This approach will look to making better use of existing resources and assets within local communities, and finding better ways of developing and delivering mainstream services. This approach will not rely upon new or additional 'ring-fenced' funds.

These targeted areas will be selected based on robust evidence that confirms that they remain amongst the most deprived areas across Glasgow. The approach and intensity of working in these areas will be viewed as a longer term commitment, although it is hoped that early demonstrations of success will build traction for this approach, demonstrating that we are listening and changing the way we work to better effect. Our long term ambition is to ensure that these become thriving, self-supporting and successful neighbourhoods.

### **Where**

We will initially target less than ten areas to being this intensive 'tier 1' approach. In determining these neighbourhoods, the city has been split into 56 neighbourhood boundaries for the purposes of analysing data, each typically with around 10,000 residents. This level of disaggregation was chosen in order to reflect more natural local neighbourhoods with their own distinct characteristics, but still be large enough for agencies to plan services on a reasonable and practical scale.

Across Glasgow, the data analyses used to identify areas of persistent inequality has been based around trend data from the SIMD. The analyses have identified a number of neighbourhoods that display consistent levels of inequality relative to other parts of the city. These neighbourhoods have been also been cross-referenced against a series of other key indicators including child poverty levels, health indicators and unemployment measures to confirm their fit with the key SOA priorities.

In identifying possible areas for this intensive approach, we have also considered existing or planned physical and social regeneration within Glasgow, and where appropriate will tie in the intensive neighbourhood approach with some of the major initiatives taking place in some of our neighbourhoods – e.g. the *Equally Well* test sites, and large scale physical and social regeneration projects such as the new Southern Hospital and Commonwealth Games. The approach taken to support these neighbourhoods within the SOA will be complementary to existing and planned work by CPP partners to regenerate a whole series of communities across Glasgow.

The neighbourhoods identified as part of the intensive approach are as follows:

#### **North West Sector:**

- **Ruchill/Possilpark**
- **Drumchapel**
- **Lambhill/Milton**

#### **North East Sector:**

- **Parkhead/Dalmarnock**
- **Easterhouse**
- **Springboig & Barlanark**

#### **South Sector**

- **Priesthill/ Househillwood**
- **Greater Gorbals**
- **Govan**

### **How**

The main imperative for this approach is to make the best possible use of all the existing assets including those of the communities themselves. We have agreed a set of broad principles for the approach that might be taken in the identified neighbourhoods. These are:

- we are willing and able to respond to local needs in a flexible way, and change the way in which resources are allocated if required
- a long term focus on partnership working (up to 10 years if required)
- joint working at a very local community level – more local than many previous approaches
- a focus on community capacity building and working with community anchors
- a focus on co-production between communities and organisations; and
- intensive activity to build social capital and empower communities, making the most of the assets in a neighbourhood to do this, be they the buildings, the organisations or the people

The outcomes of this type of approach will be:

- the creation of more resilient, sustainable communities which are stable, thriving and growing, and people are proud to live in
- communities have more aspiration and influence over the planning and commissioning of local services by CPP partners
- communities across the city which would work in partnership with CPP bodies to develop services for local residents; and
- levels of demand for particular local services shift (both up and down) as both needs and awareness levels change

We expect to see a close synergy between our thriving places approach and vulnerable persons priority as many of the activities envisaged will seek to achieve the same outcomes – that is to support individuals and communities to become more confident, resilient and thriving.

An important element of the approach will be to identify the conditions that can support the sort of community described above, where residents have influence over the development of services within local communities. This will be supported by an asset mapping exercise for each of the designated neighbourhoods, including the physical assets, local groups or organisations, and individuals themselves. A key element of the approach will be to focus as much on exploiting the strengths of local assets and releasing capacity, as well as identifying the deficits.

We will also seek to undertake a specific equalities-based asset mapping exercise, to capture specific issues for ‘thematic’ communities (such as our Black & Minority Ethnic; Lesbian, Gay, Bi-Sexual or Transgender; disability or faith groups). Often, such communities face additional barriers to engagement and involvement within neighbourhoods, and this needs to be understood to ensure that the neighbourhood approach is as inclusive and reflective of all residents living in a community as possible.

It will be up to Community Planning Partners locally working closely with communities to work out exactly what this approach will look like based on their understanding of what has and has not worked in the past, and the opportunities that are presenting themselves within particular parts of the city. An example of what this approach might include includes:

- mapping out existing resources or assets in an area and identify ways in which better outcomes could be achieved through service re-design, creating some early actions for partners to be working through whilst the community engagement infrastructure is built
- shared community development across partners that supports communities to build on assets so they can take action themselves and have strong accountable community anchor organisations through which they act
- develop new service delivery models that maximise the use of local assets such as trust in local high quality third sector providers
- foster flexibility and culture change in public bodies to be responsive to communities, devolving decision-making responsibility and accountability to local staff and structures
- public services delivered by community anchor organisations in ways that make sense to local communities; and,



- a community mandate to shift investment from reactive to proactive services.

Albeit this is a long term approach, it is also possible to achieve some early changes which demonstrate that community planning partners are listening and changing the way they work. This approach also requires work to ensure that we are able to respond to local needs in a flexible way, and change the way in which resources are allocated if required.

There are many existing proven models of delivery that follow the broad principles outlined above such as *C2 Connecting Communities (7 step programme)*<sup>24</sup> which we could use as a template to work with residents in these areas in order to achieve real change. The approach taken might vary within each neighbourhood targeted to reflect the circumstances and assets within each community and the capacity of Community Planning Partners within the local area.

Building capacity within communities and working with key local assets will be crucial in this process. The *Glasgow Learning Partnership* will have an important role to play as its work is reoriented to the new SOA.

### **Monitoring progress**

Additional close monitoring of these areas will be undertaken over the lifetime of the SOA. We will expect to see a relative *and* absolute improvement in multiple measures of deprivation (including but not exclusively tracked through the SIMD), with the rate of improvement greater than comparator areas where the above approach has not been initially adopted.

In addition, we will monitor and expect progress in these target areas across measures of social capital, including engagement, involvement, influence and connectivity. We will also monitor the impact of progress against key measures of satisfaction of living in local neighbourhoods, many of which are already tracked through the *CPP Neighbourhood Management survey* and other partnership monitoring. These measures will be identified and agreed as part of the SOA implementation planning process.

Each of the three new local Sector CPP partnerships in the city will have a central role in this monitoring process for those neighbourhoods within their own boundaries.

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<sup>24</sup> C2 Connecting Communities 7 Step Model, Hazel Stutely

## 6. Underlying Principles : Early Intervention, Equality and Sustainable Change

From early in the SOA development process, we identified a number of underlying principles that underpin all of the development activity around the new outcomes and activities for the SOA. In embedding these principles from the outset of the planning process, we expect to develop more effective responses and deliver better outcomes for local residents.

The new Single Outcome Agreement for Glasgow is underpinned by 3 principles:

- **Prevention**
- **Equality**
- **Sustainable Change**

### **Prevention**

In the context of this SOA, the commitment to prevention by the Community Planning Partnership can be defined as:

***“actions which prevent problems and ease demand on services by intervening early, whereby delivering better outcomes and value for money for local residents”***

The high cost to the public purse of having to respond to a range of often complex issues surrounding individuals and communities is well known, as is the realisation that it is better to try to intervene at an earlier stage where possible rather than have to deal with the consequences. In doing so, one of the objectives is to re-invest those savings in other key aspects of service delivery.

At present, it is estimated that the public purse typically spends around five times more on dealing with the consequences than on prevention. This balance has to change and a number of new ways of working are being designed to make this shift.

This shift – the transformational change and delivery of better outcomes for residents - will only come about through a genuine re-thinking of the approaches taken to investing and planning of public services, particularly at a time of on-going austerity and reform. For some time, we have been planning for the anticipated impacts of these challenges. In 2011, we established our place based reform and improvement programme branded ‘*One Glasgow*’.

One Glasgow represents a major element of the CPP’s public service reform programme to deliver sustained system change, accelerated service integration and improvement to deliver shared priorities and outcomes. This approach and the learning from it will form a cornerstone of the approach for Glasgow’s new SOA and other future priorities for the Community Planning Partnership. One Glasgow is demonstrating and will deliver:

- a decisive shift to prevention and early intervention
- deeper collaboration between community planning partners, including the third sector and communities, to make better use of resources
- accelerated service integration and sustained system change; and
- develop evidence based approaches and target services and resources based on need and where there is the greatest benefit

Additionally, the One Glasgow approach is working to ensure that Community Planning Partners:

- maintain or improve outcomes in the city while delivering services with fewer resources
- redesign services through collaboration and joint working
- streamline service provision by de-cluttering a complex public service landscape; and
- redirect resources to more effective service approaches in the city

The existing One Glasgow work streams are designed to address the CPP priorities in the city, but also mirror the key policy agendas being taken forward nationally. They also touch upon some of the key Scottish Government National Policy Priorities. The current programme includes:

- early years Children 0-8, now incorporating the Early Years Collaborative
- reducing offending
- improving outcomes for Vulnerable Older People aged 65 plus; and
- independent living, addressing equality

Appendix 12d demonstrates the typical features of a One Glasgow work stream and some of the innovative techniques and processes used.

Over the medium to longer term One Glasgow will expand to incorporate a number of other emerging issues for the Partnership that require accelerated collaboration and service integration and sustained service improvement. This process will start by applying many of the One Glasgow principles to the three priority areas outlined in this SOA, and the associated outcomes.

We are taking decisive steps to embed the working practices and ethos of One Glasgow into mainstream partnership activity to ensure that future activity is focussed on outcomes, service redesign, measurable benefits, scale and the potential to redirect resources. Moving forward, the CPP and its support staff will subsume the management of the One Glasgow programme into the overall governance and scrutiny arrangements for Community Planning in the city, rolling up all partner activity aimed at service efficiency into mainstream Community Planning business.

## **Equality**

Glasgow is Scotland's largest and most diverse metropolitan area. Although outcomes are generally improving for residents, they are not improving fast enough for the poorest and most disadvantaged communities in the city, nor for those who face barriers because of their race, gender, age, disability, sexual orientation or religion or belief.

Our ambition for this SOA is to deliver upon outcomes that support:

***“the creation of a fairer Glasgow for all and reducing any disadvantage or discrimination experienced by local residents, and promoting equal opportunity”***

A key driver underpinning partnership activity within this SOA is to seek to tackle inequality in the city in whatever form it manifests itself, be it amongst individuals, groups or neighbourhoods. Our outcomes and associated implementation plans should include clear and co-ordinated approaches to reduce these inequalities wherever they exist.

A growing evidence base highlights a number of significant issues for individual groupings that are influencing the agenda of CPP partners in efforts to reduce inequality. For example:

- Glasgow has the largest non-white population in Scotland, with approximately 11% of the population in Glasgow being minority ethnic (2008 figures). The release of Census 2011 information will enhance our understanding of specific issues for such groups
- a member of the community with a Pakistani origin is twice as likely to be admitted to hospital with chest pain compared with white Scots, according to a University of Edinburgh study<sup>25</sup>
- gender based violence and reporting remains a significant issue in Glasgow
- hate crime has been identified as a priority by equalities groups in Glasgow, with research consistently identifying that most hate crimes go unreported – e.g the 2012 Glasgow Household survey suggesting that as little as 31% are reported to the police

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<sup>25</sup> University of Edinburgh, Centre for Population Health, 2011

- disabled people are more likely to be living in poverty, and there are greater concentrations of disabled persons in our more deprived communities. It is estimated that the physical disability rate varies from 13% in our non-deprived areas to 20% in the most deprived areas<sup>26</sup>
- a disabled person is half as likely to be employed as a non-disabled person<sup>27</sup>
- UK Government estimates that 5-7% of the population are gay, lesbian, bisexual or transgender. This group of people still experience targeted violence and homophobia continuing to affect their lives, particularly at school age

It is essential that in developing the implementation plans for the outcomes articulated in this SOA that the additional barriers faced by protected characteristics groups in the city are recognised and that all possible steps are taken to ensure that all residents are given equal opportunity to benefit from the shift in service delivery. In developing additional activities through this SOA, we also need to ensure that all our residents feel safe, secure and confident in using any new services. There are often some unintended barriers that prevent all residents from accessing these (such as location, time of day, access or cultural sensitivities). These will need to be ‘designed-out’ from the start of the process.

We are working with our equalities networks across Glasgow to support these developments. Specific details of how this will be undertaken will be articulated through the detailed implementation plans that will underpin this SOA.

For example, within the alcohol priorities, equalities considerations are crucial to the effective development and implementation of actions. A number of important equalities dimensions have already been incorporated as integral elements to programme planning – such as analysis of age, gender and socio-economic issues have been key in the planning phase of alcohol-related social marketing in the city. Other key research, analysis and public engagement demonstrates vital equalities dimensions that need to be given significant attention in taking forward proposed activities, including identified issues of need relating to specific communities within the city. It is proposed to undertake an alcohol “equalities stock take” exercise during year one of this SOA.

The CPP has a duty to ensure that the approaches adopted in delivering against the outcomes in this SOA potentially benefit all Glaswegians and do not negatively impact upon any one group of residents. To this end, an *Equality Impact Assessment* of the SOA process, from design, delivery and implementation of outcomes within this SOA will be undertaken by the end of 2013.

Furthermore, Glasgow’s Community Planning Partnership is committed to the following actions to support the Scottish Government in its efforts to tackle inequalities and promote equality of opportunity and outcomes:

- mainstreaming equality in all aspects of policy development and decision taking, thereby demonstrating leadership
- contributing to the development and use of a robust evidence base, which identifies the underlying causes of inequality and supports the activity by which these are addressed
- actively engaging with communities in order to understand their perspectives, concerns and priorities; and
- using the framework provided by the Equality Act 2010 and the specific duties set by the Scottish Government to mainstream equality within the day to day work of the CPP partnership

### **Sustainable Change**

In the context of this SOA, the commitment to lasting change by the Community Planning Partnership can be defined as:

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<sup>26</sup> Scottish Household Survey 2007/2008

<sup>27</sup> An Anatomy of Economic Inequality in the UK, National Equality Panel 2010

***“working with communities to achieve transformational and lasting change by developing services that are planned and resourced appropriately, and can be delivered and maintained for as long as is required”***

We will therefore expect to commit to agreed ways of working and the necessary resources in order to effect and sustain the desired change.

Unlike previous regeneration programmes, this approach is not about committing intensive resources for a short period of time (albeit this might be an appropriate approach under certain circumstances), or about creating a fixed financial resource (often ring-fenced and time limited) for partners to bid into in order to support activities. Instead, this approach is about partners identifying and agreeing new ways of working together, along with communities, and ensuring that they are supported for as long as is required until they eventually become embedded in mainstream practices.

To help sustain and deepen agency involvement and investment in all of the priorities and outcomes highlighted in the SOA, a number of elements can be built into the process. These include:

- regular reporting of progress across all outcomes and activities, at both city wide and local levels, including the sharing of data
- regular reviews of our structures and governance arrangements
- a regular audit of specific agency and multi-agency investments being made around each outcome and activity; and
- a means of sustaining open debate and dialogue on the city-wide approaches being taken

A key success factor in the sustainability of all the priorities and outcomes for the SOA is to create and maintain an open dialogue with local communities and those most directly affected by the issues highlighted, including the end users of services themselves. It will be critical for us to create the correct platforms to ensure on-going dialogue and involvement and to offer genuine co-production of services with communities and end-users of services.

Using our alcohol priority as an example, we will maximise our engagement of existing mechanisms to strengthen community involvement such as the *Communities Sub-Group* of the Alcohol & Drugs Partnership (ADP) which supports a network of local forums that have a focus on alcohol and drug issues in communities and a track record of participatory working on these issues. The approach will be further strengthened by securing the buy-in of other engagement structures in the city, such as the *Local Licensing Forum*, *Community Councils*, *equalities forums*, and *Public Partnership Forums*.

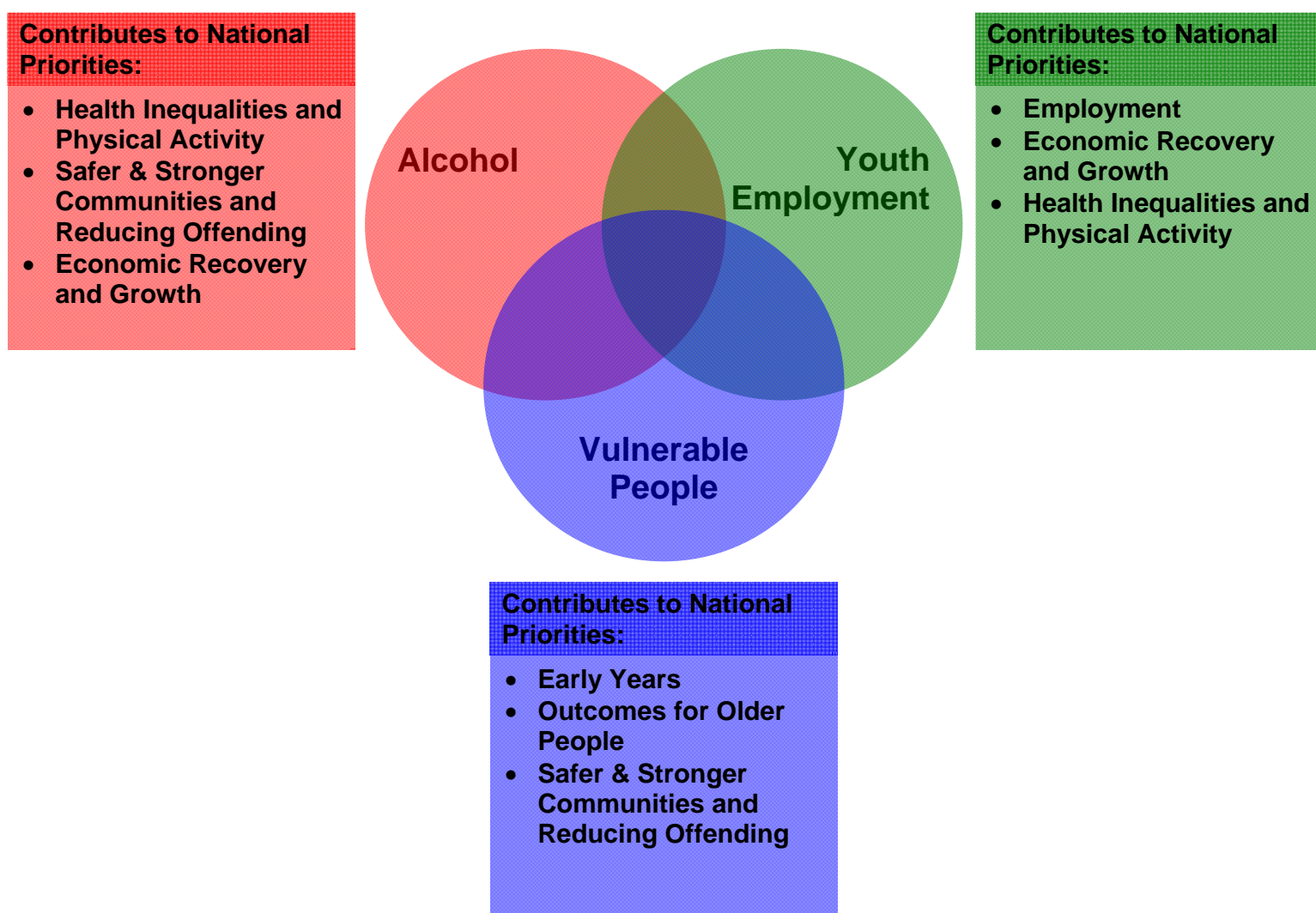
## 7. Strategic Fit with National Priorities

An additional factor in selecting our local SOA priorities is that they also secure a natural fit with and make a direct contribution to the six National Policy Priorities of *Economic recovery and growth, employment, early years, safer and stronger communities, and reducing offending, health inequalities and physical activity, and outcomes for older people.*

For example our alcohol outcomes will have a direct impact on both *Health Inequalities*, and *Safer & Stronger Communities*, but will also likely impact upon the economic priorities by increasing productivity. Our youth employment priority will have a direct impact upon both *Employment* and *Economic Recovery and Growth*, but similarly will likely impact on others including *Health Inequalities and Physical Activity* by sustaining a more engaged and active young population.

Figure 7.1 represents the relationships between each of the SOA priorities, and also the linkages with the 6 National Priorities. The three SOA priorities are inextricably interlinked. A wealth of evidence from service providers in Glasgow suggests that it is often the same or similar cross section of residents who are affected by these priority issues – e.g. a young vulnerable person is often likely to be affected by alcohol issues, and is less likely to be positively engaged in employment, education or training. This is illustrated where the three priority areas overlap at the centre of the figure. As part of this SOA response, we will identify and prioritise those who fall into more than one of the priority groups.

**Figure 7.1 Glasgow’s SOA Priorities and the National Priorities**



Besides the additional outcomes and activities within this SOA, we are already supporting the National Policy priorities framework in a diverse number of ways. This includes delivery of a range of effective, often ground-breaking programmes. Many of these programmes are enhanced by the maturity of relationship developed by Community Planning Partners in the city.

Figure 7.2 summarises some of the key existing partnership activities in Glasgow around each National priority. Whilst not an exhaustive list of relevant activity in Glasgow, it illustrates a significant cross section of current partnership working against these priorities. We will look to strengthen these linkages over the lifetime of the SOA. Appendix 12c provides further information on these activities.

**Figure 7.2 Linkages between Existing Partnership Activity and the National Priorities**



✓ Denotes linkages between existing activity and SOA priorities.

## 8. Engagement

The outcomes for this SOA will be better delivered where we will work more closely with residents in the development of services. Where practicable, it is our ambition to move to a 'co-production' model between partners and communities in designing activities and agreeing implementation plans.

The forthcoming *Community Empowerment and Renewal Bill* will have a big influence on the way in which public bodies work with communities on aspects of service delivery, asset management, and budgeting. We are re-designing the way in which our CPP is structured ahead of the expected introduction of the Bill proposals and also in response to the *Statement of Ambition for CPPs*. We are looking to secure a model of community engagement that is fit for purpose and reflects the ambitions for the city over the next ten years.

We are already exploring models of empowerment and co-production of services between providers and residents and will look to build upon the experiences and early lessons learned from these models to scale up this approach. For example, the Council has recently adopted a policy to support residents who want to constitute themselves a group and to manage local community facilities. An early example of this is the transfer of the *Knightswood Community Centre* to the local Community Association. Glasgow Housing Association has introduced a structure of local Area Committees whereby tenants have genuine control over area budgets and local priority setting.

Evidence of effective community engagement will only work where there are good platforms for closer working relationships between the community and the public sector. The restructuring of Community Planning in the city is resulting in more opportunities through our new *Area Partnership* structures to make localised decisions and have meaningful discussions. This will result in a broad spectrum of community representation working in conjunction with officers from partner agencies to secure better local outcomes.

As Area Partnerships develop, it is expected that the local community planning process will further mature, leading to more devolved decision making including a greater degree of budgetary control at a local level. We are currently looking at models of 'community budgeting' that will give local people greater influence over the shaping and resourcing of services in their area.

### Engagement in the SOA Process

We are confident that we have settled upon a number of key priorities for the city that impact significantly on the lives of residents, and that these priorities, and the outcomes that flow from them, are priorities that residents themselves recognise as being continuing issues for the city. Crucially, the priorities also represent those areas where partners see the greatest opportunity to affect significant change by adopting a ten year approach to changing outcomes for residents.

This SOA has been developed through extensive consultation and engagement across our partnership. This includes the input of elected members as representatives of local residents.

Much of the development work has been channelled through the various priority theme working groups, as outlined in section 3 of this SOA. Out-with the public sector partners, the private and tertiary education sectors have been represented, particularly in relation to the youth employment priority for Glasgow, with further work planned through the Glasgow Chamber of Commerce to engage the business sector in the city.

The voluntary sector have been integral to the development of all aspects of this SOA, with the *Third Sector Forum* in the city being central to the co-ordination of involvement of voluntary sector input into the SOA development process. The third sector is represented at the highest strategic level of Community Planning in the city, and has also been involved in the priority working groups, influencing the development of outcomes and activities from the perspective of the people and communities they represent. The development process further benefited from two separate dedicated events organised by the Third Sector Forum regarding SOA development.



Each of the priorities were selected as a result of reviewing the evidence available about the scale of these issues and the impacts upon people's lives. Much of the evidence came directly from data held and research conducted by the various agencies, a great deal of it reflecting the observations and experiences of the front line service providers.

However, much more has come as a result of the extensive feedback and consultation work undertaken by us with the residents of Glasgow. This consultation work gathers resident's views on priorities and service provision, and this evidence has influenced the priority setting exercise for the SOA. Regular partner consultation includes the *CPP Neighbourhood Management Survey*, the *Council Household Survey*, *Strathclyde Police Public Consultation process*, *Glasgow Housing Association Customer Satisfaction Survey*, the *Community Council Network* and the *Public Partnership Forums*. For example, alcohol and its links to anti-social behaviour frequently come out near the top of local priorities when consulting on local neighbourhood issues.

Another consultation exercise that has influenced CPP partner vision and priority setting is the recent *Future Glasgow* consultation. This is a vision of what the partners, stakeholders and the people of Glasgow would like the city to be like in 2061, and presents a statement about how the people of Glasgow, the government and businesses will work together to make this vision a reality. During 2011/12, over 2,700 people were asked what they want Glasgow to look like by 2061. The consultation told us two main things:

- a future Glasgow must focus on improving the quality of life for everybody in the city, and
- our citizens and institutions must work together better and in radically different ways to make this happen

These points were underpinned by a series of demands from the public which included calls for a safer and healthier city where people are thriving and can reach their potential.

### **Local Engagement**

Implementation of the SOA priorities and outcomes represent the most important aspect of the delivery of this ten year plan. It is at the local level that implementation will present the greatest opportunities for meaningful engagement and co-production of services.

In order to translate the outcomes and high level activities contained in this SOA into practical action or implementation plans, the three sector CPP partnerships will work with the full range of representatives to scope out potential delivery mechanisms for services and test out the possible impacts with local residents and representative groups.

We will want to test out the possible impact of changing services in order to deliver upon the SOA outcomes locally. This will be done by connecting in with many of the representative networks city wide and locally, including Community Councils, Tenant and Residents Groups, Equality Networks, Public Partnership Forums, youth groups, and the Third Sector Forum.

Although the broad process of implementation for the SOA will reflect a degree of consistency across the city, it should also be flexible and responsive enough to recognise local circumstances and accommodate key local assets.

The Thriving Neighbourhoods approach element of this SOA, as outlined in section 5, also represents a unique opportunity for communities and their representatives to secure decision-making responsibility and accountability. It will only work where there is recognition and engagement of local assets, be they local community groups, individuals or third sector organisations, and subsequent joint working to strengthen community resilience and capacity building, with the aim to devolve some of the responsibility for service development and delivery to local residents themselves.

## **Capacity Building and Support**

The success of our ambition will depend on the community having the knowledge, skills and structures to work with us to share part of the responsibility for managing assets and delivering services. Consequently, the key to its success will be the level of support provided to the community to build the skills and expertise in these areas both within existing groups and organisations and also in encouraging the establishment of new ones.

To illustrate this, as part of the new policy to empower residents to manage community facilities in the city, Partners including the Council, Jobs and Business Glasgow and Glasgow Life are working with the Voluntary Sector (including Glasgow Council for the Voluntary Sector (GCVS) and CEiS (Community Enterprise in Scotland) to agree arrangements that will deliver capacity building and support mechanisms to local community groups and associations.

In a wider context, the *Glasgow's Learning Partnership* will have a key role over the lifetime of this SOA to support activity on building capacity within communities and encouraging work with key local assets. This will lead to a new Community Learning and Development (CLD) Strategy for the city which will be integrated with and be a key element of our community engagement strategy. It will:

- outline workforce development plans to ensure that appropriate staff develop appropriate skills and competencies to work in a new environment and complement efforts to build community capacity and capability
- clearly link its work to our core priorities
- be monitored and report to CPP structures so that it is not isolated and stand alone; and
- outline priorities and articulate linkages to other key service delivery components including the College Sector via the Regional Outcome Agreement, Glasgow Life and mainstream Education Services in terms of early years learning and early intervention strategies

## **Progress**

We will know if this model of engagement and involvement is working by monitoring some key measures over the lifetime of this SOA, namely that there is an increased satisfaction that community engagement is seen as worthwhile, resource effective and making an impact, and crucially that there is an increased interest in getting involved from within communities. These engagement measures will be adopted as part of the performance management process for this SOA and will be monitored at city wide and sector level.

## 9. Implementation

Approval and agreement of Glasgow's new Single Outcome Agreement for Glasgow will signal the start of a ten year commitment to achieving the outcomes. While this agreement sets out the high level priorities and outcomes, and describes in very broad terms the types of activity that will be delivered against each new outcome, it does not seek to provide specific operational detail about how each of us will work together to deliver services either city wide or within local neighbourhoods. Neither does it describe in any detail the process of collaboration and service integration required to achieve specific outcomes for local communities.

In order to translate the broad outcomes and activities of this SOA into tangible actions, we will develop specific *Implementation Plans* for each element of the SOA. Implementation plans will be agreed at two levels:

**Strategic Implementation** – at the city level we will agree in more detail the resources and approaches we will commit to in order to support the delivery of each priority and outcome. In effect, this will set out the overarching parameters city wide within which each of us will be expected to operate and also the overall contribution committed. The three existing SOA priority working groups will continue to have a role to play in scoping out the strategic implementation of the three priorities. We expect to sign this off at the city Strategic Board level towards the end of 2013 and will be expected to review this each year as part of an annual review and reporting process.

**Local Implementation** – we will develop and deliver a series of local implementation plans for the new SOA during the last quarter of 2013. These will set out in more detail how we will work across the three new CPP sector partnership areas of Glasgow to deliver upon the priorities and outcomes contained within the SOA. These implementation plans will provide more operational detail about how partners will collaborate and integrate services and how they will commit resources.

Local implementation plans across each sector will also contain specific plans for our intensive neighbourhood areas. They will have a significant role to play in determining where we might focus additional resources as part of the 'thriving places' or targeted neighbourhoods approach – i.e. where there are local neighbourhoods with specific issues around one or more of the key priorities of alcohol, youth employment or vulnerable people – and if so, what additional local resources might be brought to bear around the priority.

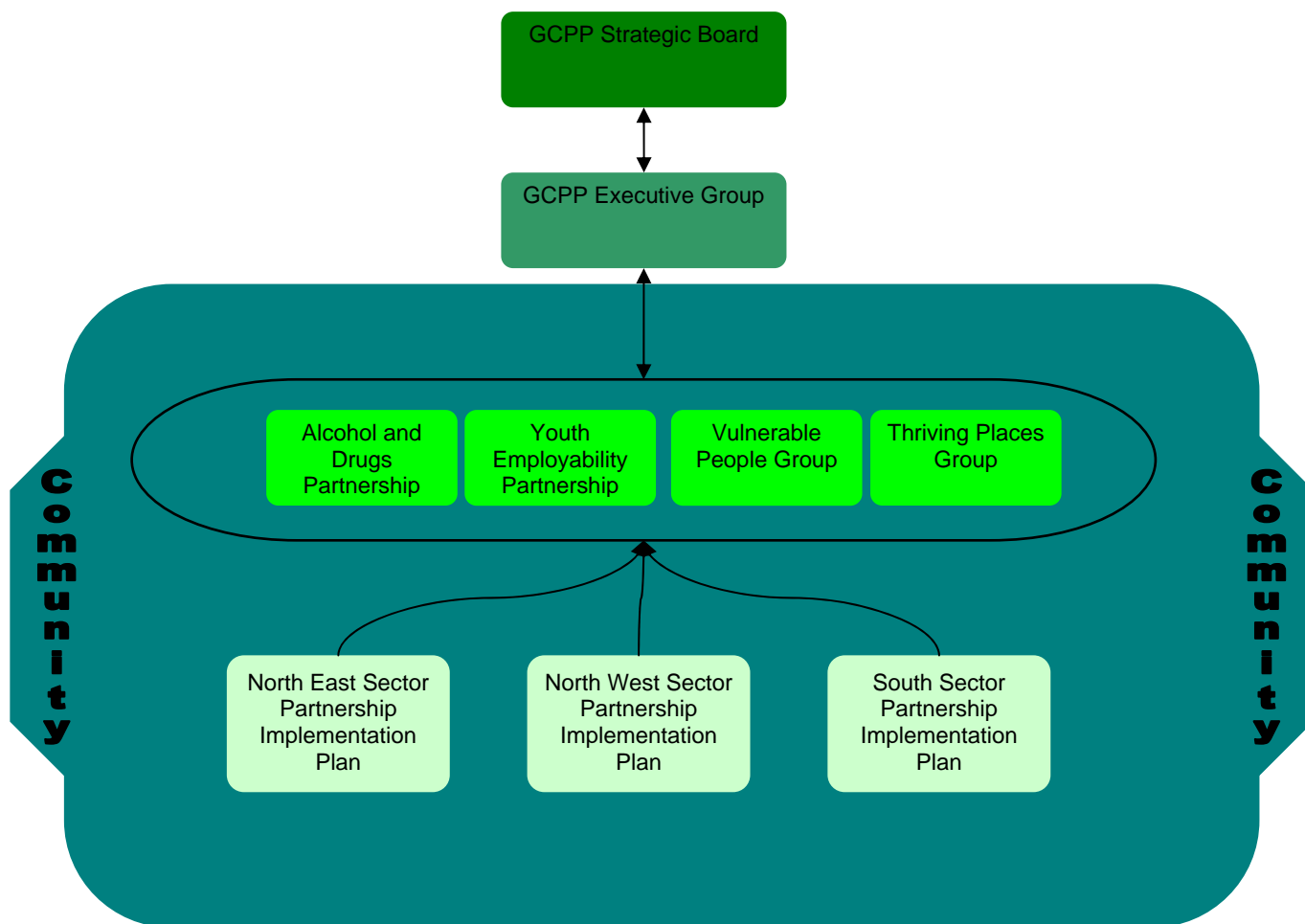
Local implementation plans represent a significant opportunity for close involvement of voluntary, business and community sector representatives from across the partnership to take a significant lead in developing local solutions around each outcome. Some of the most effective local services around specific priorities in the city are delivered by voluntary groups operating out of local community bases – a real opportunity exists to place local service providers at the heart of the approach to delivering outcomes for local residents.

These plans will provide a focus for genuine and meaningful engagement and involvement of local residents and their representative groups. We will look to test out different options and approaches with local community representatives, and also work alongside them to achieve 'co-production' of local services.

There will also be an opportunity for the 21 *Local Partnerships* being created in the city (see Appendix 12a) to monitor and influence the plans of the three new Sector Partnerships in Glasgow. These structures are intended to provide a much more localised connection between service providers and people living in local neighbourhoods and subsequently experiencing the services themselves.

Figure 9.1 captures the key working relationships between CPP structures in order to develop the implementation planning phase for this Single Outcome Agreement.

Figure 9.1 SOA Implementation: Working Relationships



## 10. Performance Management and Accountability

### Performance Management Framework

We will create a full performance management framework as part of this ten year SOA. This will set out the agreed high level outcome measures set out in section four of this SOA. These measures will track progress over time and capture the tangible difference that we will achieve by delivering upon these outcomes – in other words, they will reflect the added value expected through enhanced activity. Each high level outcome indicator will have an established baseline, as well as short term, medium term and long term targets.

These high level outcome indicators represent a mixture of widely used national and local outcome performance measures and will represent our ‘above the waterline’ progress measures.

Supporting our headline measures will be a number of other local outcome and output indicators that will support the monitoring and tracking of progress. These are our ‘below the waterline’ measures that will measure the impact of the specific activities being undertaken by us to support the delivery of our outcomes. These measures are still in draft and will be completed and agreed by the end of 2013 once the specific SOA implementation plans are signed off. These measures will be subject to the same rigours as the high level outcome measures in this SOA – they will be tracked over time and will be accompanied by short, medium and long term performance targets.

Appendix 12e illustrates the performance templates that will underpin this SOA. A template will be completed for each high level and local indicator under each of the outcomes within this SOA.

### Accountability & Responsibility

Accountability and responsibility for achieving outcomes will be delivered on two levels:

1. For the three priorities of alcohol, youth employment and vulnerable people, a named priority working group will take responsibility for monitoring the delivery of outcomes and activities at a city level. These groups are outlined in section four of this SOA. These groups will also work with the CPP at a strategic level to agree the implementation plans that will help deliver the outcomes.

Each group will report back annually on progress at a city wide level on the progress made using the performance framework. They will also be expected to provide a detailed narrative in relation to the key activities being delivered that contribute to the outcomes. These groups will work with work with our three CPP sector partnerships to monitor local progress, and where possible to disaggregate performance data.

These strategic groups will also each be asked to report on a scheduled basis to the CPP at the city level throughout the year.

2. Each of the three CPP sector partnerships will assume responsibility and accountability for delivery of local implementation plans. This will include reporting on progress made against each of the local actions within the plans, and will be contained within CPP sector annual reports.

It is expected that by delivering against local activities, each sector implementation plan will contribute to the collective city wide impact upon each of the outcome indicators outlined in the performance framework. Sector Partnerships will also work with the strategic working groups to provide performance monitoring for the SOA outcomes at a sector level.

Sector partnerships will work with the city-wide ‘thriving places’ group to track progress in each of the targeted neighbourhoods that fall within their boundaries. They will use the prescribed performance measures agreed as part of the implementation plans to report on performance on an annual basis. Similarly they will be expected to provide a narrative on the activities undertaken to deliver progress

across each of the targeted 'tier one' and 'tier two' neighbourhoods. The performance information and narrative from each sector partnership will feed into the annual SOA report at a city wide level.

A further component of this accountability framework is strong political oversight. Glasgow's elected members will exercise oversight and accountability through their involvement in the Community Planning structures in the city at strategic, sector and local levels.

### Reporting Arrangements

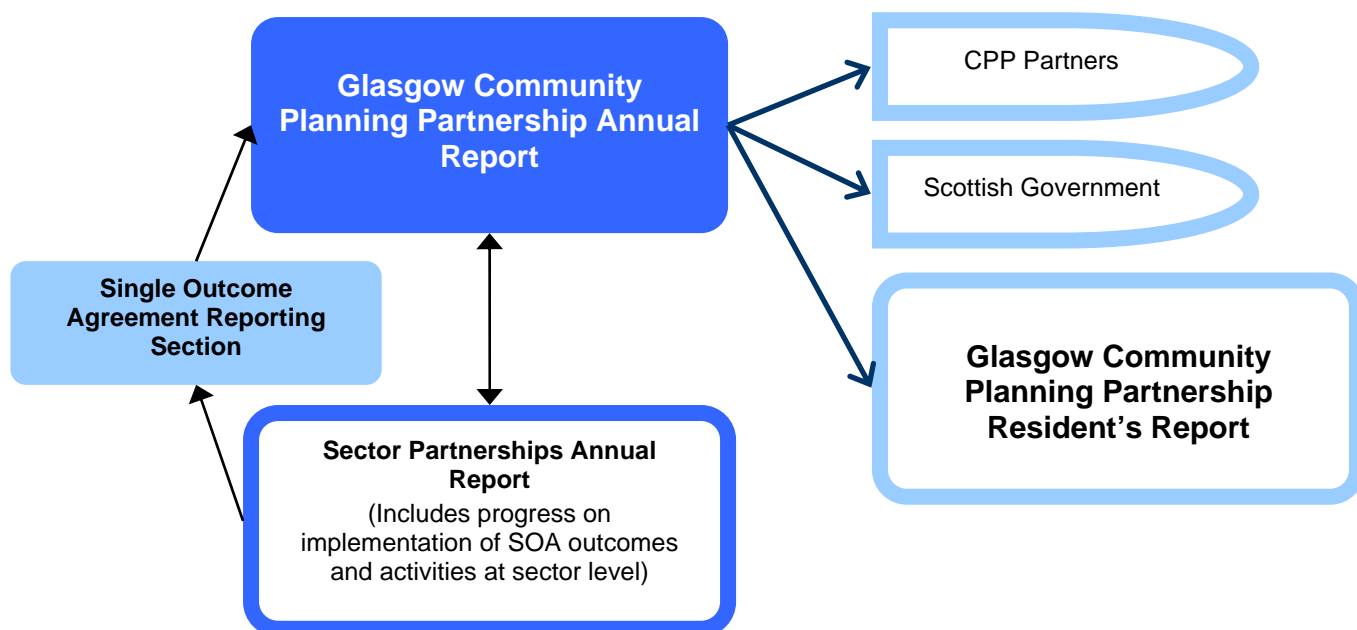
An annual city-wide report that includes all of the SOA outcome indicators (both above and below the water line) will be produced and presented to the CPP Strategic Board. A version will also be presented to Scottish Government as part of the annual reporting process. This report will also contain a narrative on how we are contributing to each of the activities set out in the SOA implementation plans. The process is illustrated in Figure 10.1 below.

An annual sector report for each of the 3 Sector CPPs will also be produced, outlining the contribution being made by us locally towards the city wide outcomes in the SOA. This will include reporting of progress within those targeted neighbourhoods present within local boundaries.

The annual city-wide report will also be provided to our individual key governance structures of the CPP partners including the Community Health Partnership, Glasgow Housing Association Board and the Third Sector Forum, with a copy to the Chief Constable and the Chief Fire and Rescue Officer.

There will also be a version of our annual report tailored for our residents. This will be a key focus for us as it will demonstrate the added value and progress of partnership working – it will show the clear impact being made by us on outcomes for individuals and communities, including those stated in our SOA.

**Figure 10.1 Annual reporting process for Glasgow Community Planning Partnership**



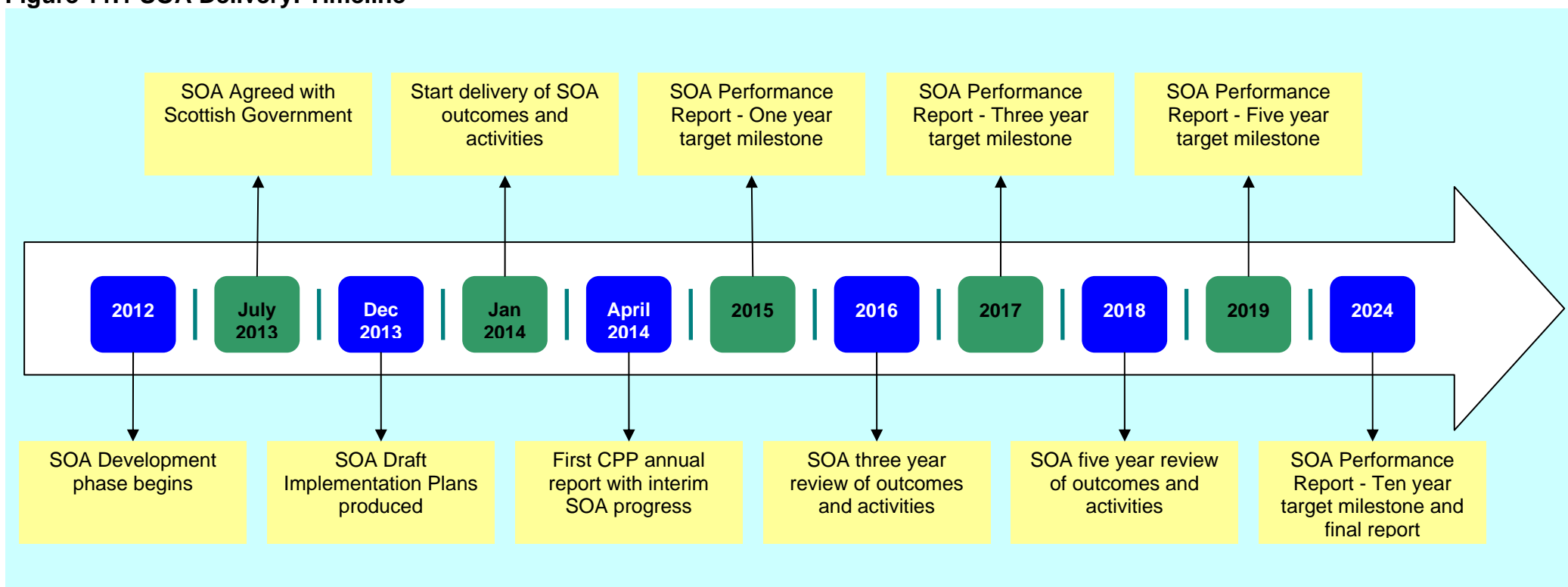
## 11. Delivering our SOA

Section three of this document sets out the process for developing our Single Outcome Agreement. It is anticipated that many of the required elements for delivering upon our new Agreement will be completed by December 2013. This will signal the start of the ten year delivery phase for us in Glasgow. Some of the anticipated milestones are captured in Figure 11.1 below.

Much can change over the ten year horizon of our new SOA, particularly in relation to our political, economic and organisational structures. We will want to retain a degree of flexibility and adaptability in our approach to delivering our priorities and outcomes for residents. Therefore, as a minimum at two key points we undertake a review of the outcomes and activities set out in the agreed SOA – these will come at three (2016) and five years (2018) after the initial agreement of this SOA in July 2013.

The first progress report on Community Planning in the city will be prepared by April 2014, reflecting upon the first year of implementation of our SOA priorities and outcomes. Our first full performance report will be delivered in 2015 where we will report on progress toward our initial one year milestone targets. Our three year performance targets will be reported on in 2017 and our five year milestones by 2019.

**Figure 11.1 SOA Delivery: Timeline**



## **12. Appendices:**

- a) Community Planning in Glasgow**
- b) Existing Linkages to the 3 SOA Priorities**
- c) Linkages to the 6 National Priorities**
- d) Linkages to the 16 National Outcomes**
- e) The One Glasgow Model**
- f) Performance framework and measures**



## 12 a: Community Planning in Glasgow

Community planning is about the structure, processes and behaviours necessary to ensure that organisations work together and with communities to improve the quality of peoples' lives, through more effective, joined up and appropriate delivery of services.

The Local Government in Scotland Act 2003 places a statutory responsibility on local authorities to initiate, facilitate and maintain community planning, whilst NHS Boards, Scottish Enterprise, Joint Police Boards and Chief Constables, Joint Fire Boards, the Strathclyde Passenger Transport Authority (SPTA) (the "Partner Bodies"), or their successors, are required to participate in community planning.

The aims and objectives of the Glasgow Community Planning Partnership are as follows:

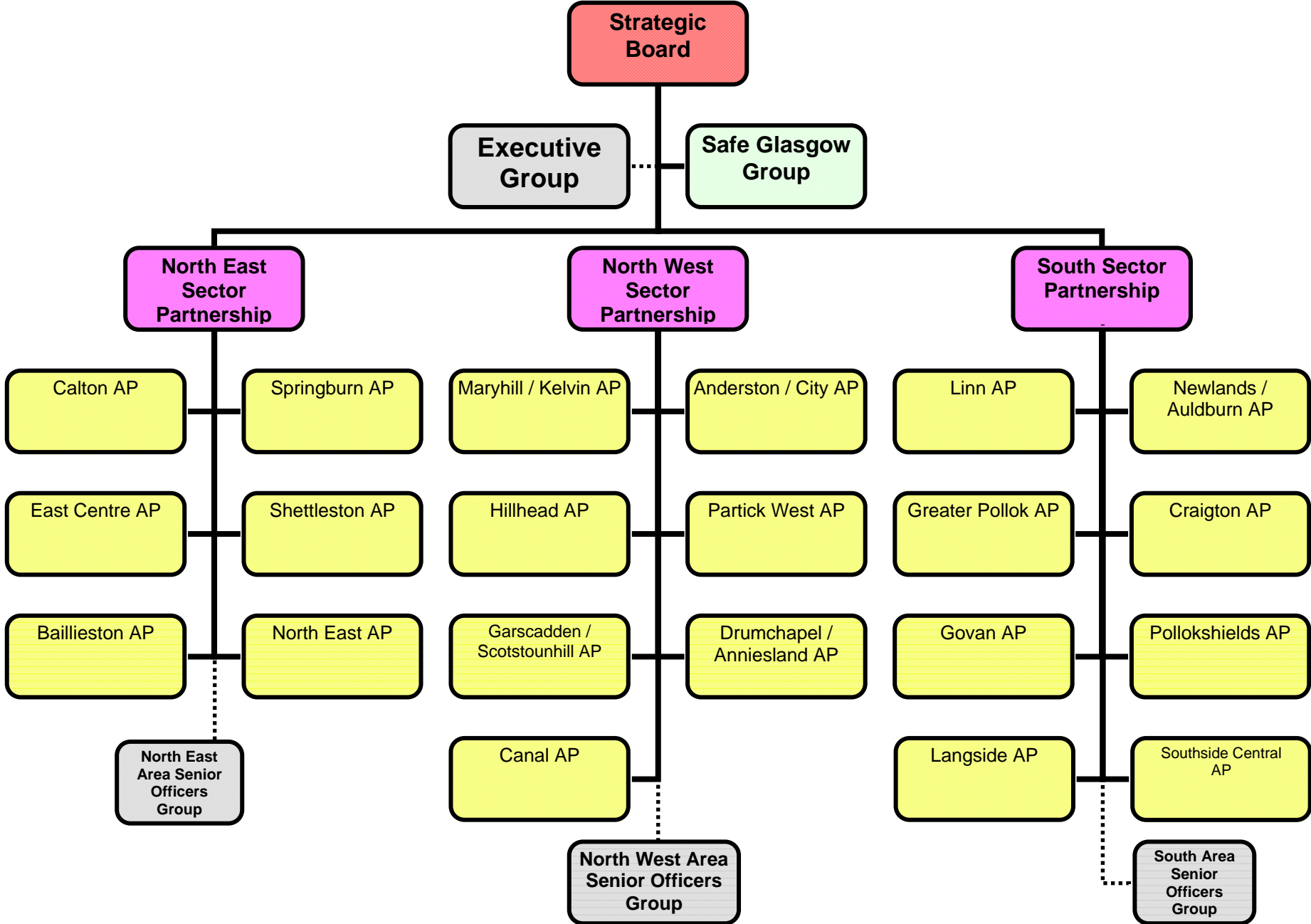
### Aims and Objectives of the Partnership

- develop a clear and shared long term vision for the city that sets out joint priorities performance indicators and targets
- develop joint approaches to improving service delivery and the quality of life for the citizens of Glasgow
- ensure that partnership working in the city is co-ordinated and cohesive
- negotiate directly and collectively with the Scottish Government and other bodies on national policy and resource issues
- support the development of active and informed communities that can engage with and have an influence on the community planning process
- develop ways of working within the Community Planning Partnership that support the values of openness, parity between partners and achieving progress through consensus; and
- make best use of partners' resources in pursuit of shared objectives.

A number of structures have been put in place to support the delivery of effective Community Planning in Glasgow. The structures have evolved as Community Planning in the city develops and this evolution process will continue as appropriate to ensure work is carried out efficiently and effectively. A hierarchy is in place that ensures decisions are made at the correct level through clear channels of communications between structures.

The hierarchy of structures is headed by a Strategic Board, supported by the Executive Group of senior officers. Below this sits the Safe Glasgow Group, which is a citywide group set up to scrutinise the new arrangements for Police and Fire and Rescue Services in Scotland. Also reporting to the Strategic Board there are 3 Sector Community Planning Partnerships covering the 3 strategic planning areas in the city, which are supported by 3 Area Senior Officers Groups (ASOGs). Below this and reporting to the Sector Partnerships sit the 21 Area Partnerships covering the 21 electoral wards in the city.

Figure 12.1 Community Planning Structure in Glasgow



## 12 b: Existing Linkages to the 3 SOA Priorities

Section four of this SOA sets out in detail why the Community Planning Partnership has chosen alcohol, youth employment and vulnerable persons as priorities for our SOA, and explains the added value we expect to deliver by focusing our energies and activities over the lifetime of this 10 year agreement. These activities will build upon the good work already under way in the city around these priorities. A cross-section of the existing good practice is summarised below, some of which is delivered by individual organisations or sectors, and some of which is delivered through existing partnerships in the city.

### Alcohol

Key activity in the city to address alcohol and addictions includes:

- **Glasgow City Alcohol and Drug Partnership (ADP)** was set up in 2010 to tackle issues relating to alcohol and drug misuse within the city. Glasgow City ADP's key responsibility is to develop and drive forward the strategy on how to tackle alcohol and drugs issues in the city, embedded within local Community Planning arrangements. Further details can be found at: <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=4262&p=0>
- **Joint Action on Alcohol Group** This Group has taken a lead on an enforcement focused strategy around alcohol. It has focussed on pooling partner's resources and funds to address many of the issues associated with alcohol with a focus on underage drinking, binge drinking problematic drinking; and noise nuisance/anti-social behaviour.
- **The Joint Alcohol Policy Statement** is a commitment by partners to work together in setting and delivering on challenging local action to reduce ill health and alcohol related harm under key priority areas. Further details can be found at: <http://www.glasgow.gov.uk/index.aspx?articleid=6655>
- **City of Glasgow Licensing Board** is in the process of creating a new edition of its licensing policy statement for alcohol looking at licensed hours, overprovision, children's access to licensed premises and outdoor drinking areas amongst other key areas. Further details can be found at: <http://www.glasgow.gov.uk/index.aspx?articleid=3099>

### Youth Employment

Key activity in the city to support youth employment and employability services includes:

- **Glasgow Youth Employability Partnership** which brings together a wide range of key strategic partners including the Council, Skills Development Scotland, Glasgow's Regeneration Agency, Colleges, the Voluntary Sector, NHS, Glasgow Housing Association and Inspiring Scotland. The partnership is committed to delivering upon key priorities including reducing youth unemployment and supporting vulnerable young people. Further details can be found at: <http://www.glasgowyep.org/>
- **Youth Gateway** which focuses on improving pre and post school transitions and outcomes for 16-19 year olds, by pooling of resources from various agencies in order to support young people into employment. The Gateway operates as a one point of referral from partners in the city where young people will receive one-to-one support from the most appropriate adviser and will be signposted and supported to a positive outcome, including aftercare services. Further details can be found at: <http://www.glasgowyep.org/wp-content/uploads/2012/02/glasgowyepframework2.pdf>
- **Colleges Regional Outcome Agreement** sets out how Glasgow's colleges work together to contribute to reducing unemployment, ensure cohesive and coherent provision which meets national, regional and local learner and employer needs and how Glasgow's colleges deliver this in an efficient way. Further details can be found at: <http://www.cityofglasgowcollege.ac.uk/sites/default/files/Regional%20Outcome%20Agreement.pdf>

### Vulnerable persons

Key activity in the city to support vulnerable persons includes:

- **One Glasgow 0-8 workstream and Early Years Collaborative.** The Early Years Collaborative is a multi-agency approach for improvement in early years services. In line with One Glasgow structures as well as national requirements, the Collaborative will be overseen by the CPP and will form part of the underpinning methodology for delivering the Children 0-8 workstream within One Glasgow
- **Reshaping Care for Older People: Change Plan for Glasgow** is a plan which aims to shift the balance of care in Glasgow from institutional settings to supporting people to live at home for as long as possible. Further details can be found at: [http://library.nhsggc.org.uk/mediaAssets/library/nhsggc\\_older\\_people\\_reshaping\\_care\\_joint\\_strat\\_commissioning\\_plan\\_final\\_draft\\_2013-16.pdf](http://library.nhsggc.org.uk/mediaAssets/library/nhsggc_older_people_reshaping_care_joint_strat_commissioning_plan_final_draft_2013-16.pdf)
- **Poverty Leadership Panel (Tackling Poverty Together)** represents Glasgow's anti-poverty strategy. It sets the foundations for an Action Plan to be developed laying out aspirations, plans, measurable outcomes and responsibilities to further develop resilience in communities to drive the changes needed to break the cycle of poverty. Further details can be found at: <http://www.glasgowcpp.org.uk/NR/rdonlyres/D39DFFA0-AA04-428B-BA39-2319CC0B5567/0/StrategicBoardAgendaPapers260213Edit1.pdf>
- **Housing Options – The Glasgow Pilot** is a program within Glasgow offering a multi-agency approach to refresh how we help people in housing need or crisis and aiming to create smarter and sharper ways to collaborate. Further details can be found at: <http://www.scotland.gov.uk/Resource/0039/00396153.ppt>
- **Adult Mental Health Planning Framework** contained within Glasgow City Community Health Partnership's Development Plan 2012/13 has overarching strategic priorities of developing adult mental health services, working with partners and service change. Further details can be found at: <http://library.nhsggc.org.uk/mediaAssets/CHP%20Glasgow/Summary%20Development%20Plan%202012%20-13.pdf>

## Neighbourhoods

Key activity in the city to support area based regeneration approaches include:

- **Transformational Regeneration Areas**

In March 2012 a new partnership company, *Transforming Communities Glasgow*, was set up between Glasgow City Council, Glasgow Housing Association and the Scottish Government with the aim to transform eight key regeneration areas. The 8 areas known as Transformational Regeneration Areas<sup>28</sup> (TRAs) have been identified as: East Govan/Ibrox, Gallowgate, Laurieston, Maryhill, North Toryglen, Red Road, Shawbridge, and Sighthill.

Progress is already underway to establish an Early Action Programme which will take forward the first three areas of Gallowgate, Laurieston and Maryhill. In addition to the Early Action Programme, Glasgow has revealed Sighthill as the preferred site for the Athletes' village for the Glasgow's 2018 Youth Olympic Games bid which will fast-track the major regeneration plans for the area.

Local Delivery Groups have also been established within the three Early Action Areas to manage the programme at a local level. Within these areas major restructuring is required in order to retain the current community and the attract people back into these areas. The programme is not just for housing but will also deliver local opportunities such as jobs, education, training and community facilities.

This Transformational Regeneration Programme represents one of the most ambitious programmes of urban renewal in the UK. It has taken some time to put in place the key elements required to enable the development process to get underway. This has finally been

<sup>28</sup> <http://www.glasgow.gov.uk/index.aspx?articleid=7533>

achieved, and we are now in a position to make a real difference to the lives of residents in some of the City's most disadvantage neighbourhoods.

- **Area Development Plans**

Glasgow has a growing track record on creating sustainable communities, which we will aim to build upon as it supports the implementation of the SOA priorities and Outcomes. An example of this can be found in the Calton area of the city. The Calton Area Development Framework<sup>29</sup> promotes sustainable urban development in an area close to main public transport hubs and through an integrated approach to infrastructure that combines walking and cycling with open space and water management. Moreover, it provides an example of good practice where service providers are working together with communities as equal partners to develop and design a vision and strategy for a local neighbourhood that will sustain the energy, interest and enthusiasm of all involved to achieve the best long term outcomes.

- **Clyde Gateway**

Clyde Gateway was established in 2007 as a specially created urban regeneration company covering an area within the boundaries of Glasgow City Council and South Lanarkshire Council, delivering a regeneration programme that will transform the image, perception and fortunes of our communities, namely Bridgeton and Dalmarnock in Glasgow and Rutherglen and Shawfield in South Lanarkshire.

The past few years has seen an incredible physical change within the communities not least through the opening of the final section of the M74 Motorway and other new local roads, the construction of the world-class sports at the Emirates Arena and Sir Chris Hoy Velodrome and the on-going work at the Athletes Village being built for the 2014 Commonwealth Games.

Clyde Gateway is not only about a physical transformation. Social and economic change is at the centre of all programs of work, with local people encouraged to share in the successes. Clyde Gateway work closely with a number of other organisations in the public and private sectors to drive forward what is, and will continue to be, a massive investment programme over a 20-year period of time with very ambitious targets to bring jobs, investment and new housing on an unprecedented scale and pace.

There are three main strategic goals which provide a more detailed framework for the activities of Clyde Gateway:

- Sustainable Place Transformation - to focus on the overall infrastructure and environment of the area which in turn will increase its attractiveness as a place to live and work.
- Increase Economic Activity - to target major employers into the area and work with existing businesses to maximise growth which in turn will generate employment opportunities for local people; and
- Develop Community Capacity - to ensure there is long-term investment in the community which will lead to increased levels of both community participation and private sector investment.

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<sup>29</sup> <http://www.glasgow.gov.uk/CHttpHandler.ashx?id=2583&p=0>

## **12 c: Linkages to the 6 National Priorities**

In addition to the new priorities and outcomes contained within this SOA, local CPP partners are already supporting the delivery of the National Policy priorities in a diverse number of ways. This includes delivery of a range of effective, influential and indeed, groundbreaking partnership working around a diverse range of issues. The CPP will remain sighted of these activities over the lifetime of this SOA, and how they are contributing to our SOA priorities and outcomes.

### ***Economic Recovery and Growth***

There are a number of relevant programs in Glasgow which contribute to the National Priorities of Economic Recovery and Growth. Activities include:

#### **Glasgow's Economic Commission: Final Report**

The Glasgow Economic Commission was established to take an independent view on the future priorities for economic development in Glasgow and the city's key economic development delivery partners i.e. the private sector, Glasgow City Council, Scottish Enterprise / Scottish Development International, Glasgow Chamber of Commerce and Skills Development Scotland. The Commission was specifically tasked to "identify current or anticipated opportunities for economic and employment growth in Glasgow and take evidence and make recommendations on any new initiatives which could be brought forward over the next five years."

The Commission's recommendations focus on the following strategic-level issues:

- Strengthen Private sector leadership
- Focus on key growth sectors
- Global promotion of Glasgow and its key sector ambitions
- Connectivity to national and international markets
- Innovative funding of infrastructure investment
- Further and Higher Education in support of key sectors
- Skills to aid the growth ambitions of key sectors

**Glasgow Economic Leadership** was established in 2011 to provide independent leadership and direction to economic development activity in Glasgow and to champion the implementation of the recommendations made by the Glasgow Economic Commission.

The Recommendations of Glasgow Economic Commission were formally approved by its partners – Glasgow City Council, Scottish Enterprise, Glasgow Chamber of Commerce and Glasgow Economic Partnership. The report set out the key priorities for Glasgow's economic development for the period 2012 – 2017. Two initial recommendations were to establish:

- Glasgow Economic Leadership: as the new business, academic and civic leadership that will lead the delivery of economic development in Glasgow, including the delivery of the economic strategy for the city – A Step Change for Glasgow ; and
- Industry-led, key sector work streams in Low Carbon Industries, Engineering, Design & Manufacturing, Life Sciences, Financial & Business Services and Tourism & Events, each tasked with producing Sector Actions Plans for delivery by the private and public sectors.

The work of the Glasgow Economic Leadership (GEL) aims to promote economic growth in the city by identifying the factors which will allow key industry sectors to grow – all of which will be supported by individual action plans. GEL is chaired by Prof. Jim McDonald, Principal of the University of Strathclyde and members include a number of Glasgow Community Planning Partners. The GEL will be crucial to supporting new job creation and opportunity in the city, including for our young people. The GEL will therefore play an important role in supporting the SOA priority of youth employment.

#### **Community Benefits Policy**

The City Council and its partners have recognised the need to support the development of the Small and Medium Enterprise (SME) and Social Enterprise (SE) sector by developing a procurement

approach which maximises their exposure to procurement opportunities around the Commonwealth Games and other large scale developments. The development of the *Glasgow Business Portal* along with contractually agreed Capacity Building support programme from main contractors has provided further opportunities to Glasgow SME and SE businesses.

Up to December 2012, Commonwealth Games related business support programmes had delivered £290m of tier-1 games related contracts as advertised through the Glasgow Business Portal, of which £183m were secured by Glasgow businesses. Over 4,600 Glasgow businesses were registered on the business portal itself, and will be well placed to take advantage of further procurement opportunities resulting from both the Games itself but also other major infrastructure developments in the city.

The Community Benefits approach has also been used to tackle the high level of worklessness for residents by encouraging businesses operating in the city to provide sustained employment and training opportunities for Glasgow residents. As part of the contract letting process for infrastructure projects, the Council has built-in clauses to ensure that businesses set aside a proportion of job and training opportunities to local people. This approach is now being replicated amongst other public bodies in the city in order to secure more opportunities for the long term unemployed in the city.

### **Employment**

Across Glasgow there are a significant number of relevant programs which contribute to the National Priorities of Employment. Programmes include:

**The Glasgow Works Employability program** which is worth almost £17.3m, of which almost £7.6m comes via from the European Social Fund (ESF). It adopts a 'pipeline' model of support, delivering a range of projects, delivered by public, voluntary and third sector organisations across the city which engage with those furthest from the labour market and progress them into employment. The program comprises 15 projects, including 3 contracted services and will work with over 10,000 clients between July 2011 and June 2013, aiming to support over 2,000 of these clients into employment. Partners include Glasgow City Council, Jobs and Business Glasgow, Skills Development Scotland, Glasgow Community and Safety Services, the Wise Group and third sector organisations.

**Glasgow Commonwealth Initiatives** is a range of wage subsidy and employment programmes to increase apprenticeship and employment opportunities for young people, graduates and those 50+. Partners involved in these Initiatives include the Council, Skills Development Scotland and Small and Medium Enterprises in the city. There is solid partnership working across the city involving key players from business, education, public and voluntary sector agencies. The remit of the Initiatives is to deliver 1,000 new jobs per year, as a legacy initiative from the 2014 Commonwealth Games as a main thread of Glasgow's response to youth unemployment. The Commonwealth Initiatives include:

- *Commonwealth Apprenticeship Initiative*, targeting school leavers and working with employers to increase the number of apprenticeship places on offer
- *Commonwealth Jobs Fund*, targeting employment opportunities for 18-24 year olds and encouraging employers to recruit from a pool of job ready unemployed young people; and
- *Commonwealth Graduate Fund*, which is a 12 month wage subsidy to employers willing to recruit a unemployed Glasgow graduates

**The Integrated Grant Fund Employability Programme** is a Community Planning Partnership led initiative that aims to increase the number of people entering and sustaining employment.

The programme includes a number of projects and initiatives at both a local and city wide level, providing a range of services such as childcare places; specific/individual employment related advice/guidance; support to participate in work related/vocational training as well as access to work related support services (e.g. travel costs, financial advice). In addition, support is provided to social

economy organisations including start-up advice and support, business planning and assistance in recruitment.

The largest element of this funding is for *Jobs and Business Glasgow* (formerly Glasgow's Regeneration Agency). It delivers a range of employability services that are tailored and responsive to opportunities for clients including the provision of locally focused job brokerage initiatives in areas of the city that are designed to link local people to specific upcoming opportunities within that area; employment support service that offers support to clients with significant and multiple barriers to employment. Support is also provided to businesses and social enterprises through business start-up and aftercare, business development and through support for social enterprises.

### **Early Years**

There are a significant number of relevant programs which contribute to the National Priorities of Early Years across the city. Programmes include:

- **Parenting Support Framework**
- **One Glasgow Children 0-8 work stream**
- **Early years collaborative**

**The Parenting Support Framework** was introduced in 2009 with the aim to improve outcomes for all children and their families by ensuring that those who most need support benefit appropriately from parenting support services.

Since the implementation of the framework, over 12,800 families have accessed the *Positive Parenting Program* (Triple P) in the city. The training has been delivered by almost 900 staff from across agencies and organisations including Glasgow Community Health Partnership (CHP), Glasgow City Council, Social Work and Education services and the voluntary sector.

A number of key actions are being taken forward within early years to enhance the framework, such as:

- Family Learning Centres which provide early education and childcare to children before they start school alongside information and support services for families. They are working with third sector partners to engage local, community based family support services for parents and with Glasgow Life to secure family learning opportunities which will assist parents to improve their own circumstances
- a Joint Support Team Model to support the development of integrated responses to meeting family needs; and
- increasing opportunities for parents of young families to ensure that parents of young families are able to consider all the opportunities that may be available to them, including training and employment

**The One Glasgow Children 0-8 Work stream** is a preventative approach to intervening early when families with young children are experiencing problems, in order to provide the right support at the right time and help to secure better outcomes for both children and families. This provides an early intervention approach, delivering integrated multi-agency services to those identified as "just coping" families. This approach sits within the context of the national Early Years Framework and Early Years Collaborative. It is also a good example of how the city is delivering Getting it Right for Every Child in practice.

Changes to service delivery are occurring as a result of the One Glasgow approach. Education based early years services are working more effectively with partners in social work, NHS, Glasgow Life and the 3<sup>rd</sup> sector to secure packages of education, care, specialist interventions and family support which are targeted to the individual needs of children and their families. Tracking processes are being built into the changes in service delivery in order to support the measurement of evidence based outcomes. Core training on key elements is being provided on a multi-agency basis for all staff engaging with children and families as part of One Glasgow 0-8.



**The Early Years Collaborative (EYC)** model was launched nationally by Scottish Government in October 2012. It is a multi-agency approach towards small scale testing for improvement in early years services which builds upon an improvement science model used effectively in health services. In Glasgow, the Collaborative will be overseen by the Community Planning Partnership and will form part of the underpinning methodology for delivering the Children 0-8 work stream within One Glasgow. This One Glasgow work stream has identified 3 key work streams across service delivery: Pre-birth to 2 years; 2 years to 5 years; and 5 years to 8 years (this is out with the scope of the EYC).

The Early Years Collaborative identifies 4 work streams and a “stretch aim” for each:

- **Conception to 1 year**  
*To reduce by 15% the rates of stillbirth & infant mortality by 2015*
- **1 year to 30 months**  
*85% of all children within each CPP have reached all of the expected developmental milestones at the time of the child's 27-30 month child health review by end of 2016*
- **30 months to 5 years**  
*90% of all children within each CPP have reached all of the expected developmental milestones at the time the child starts primary school by the end of 2017*
- **Leadership**  
Timely delivery of all three work stream stretch aims

There is significant crossover between the work streams identified. Moving forward, the operational challenge within Glasgow is to merge the local aims already identified and agreed within the One Glasgow work stream and the national aims of the Early Years Collaborative.

### ***Safer & Stronger Communities and Reducing Offending***

Community Planning Partners can cite a number of key partnership initiatives that help to deliver upon the national priority of Safer & Stronger Communities and Reducing Offending.

**Glasgow Community & Safety Services (GCSS)** is a Partnership, formed in October 2006, between Glasgow City Council and Strathclyde Police, addressing antisocial behaviour and crime through prevention, diversion, support and enforcement such as CCTV, Community Enforcement Officers, Anti Social Behaviour investigation, Neighbourhood Improvement volunteers and Community Payback.

Antisocial behaviour, crime and disorder cover a range of actions - from dropping litter, vandalism, fire setting and dumping rubbish to petty assault, intimidation or assault. Antisocial behaviour is likely to be experienced by many people across a very broad spectrum of ages, backgrounds, social classes, housing tenures and types of communities.

In recognition of the fact that these issues were blighting many of Glasgow's communities, Glasgow City Council and Strathclyde Police created GCSS and tasked it with lead responsibility to respond to all aspects of antisocial behaviour with a vision of: *'To work in partnership with other agencies and communities to create a safer, better, cleaner Glasgow, where equality and respect are paramount'*.

GCSS also works closely with other partner organisations and has staff seconded from Strathclyde Fire and Rescue who work as part of its Community Protection services and APEX (who support the Community Reparation Service employability programmes). The benefits of secondment and co-location mean that the organisation is able to provide real time, consistent and effective interventions in a co-ordinated manner.

GCSS staff are also proactive in supporting partnership working in a range of external settings, with Elected Members, Communities, Community Planning and other City Council Services. GCSS plays

a significant role in the Clean Glasgow Initiative, in the associated Dog Fouling Campaign and in a City-wide Alcohol Campaign.

In 2012 around 500 staff moved into a new purpose built HQ (Eastgate) for GCSS in the East End of the city, which is also part of the Clyde Gateway regeneration project, investing millions of pounds into improving the East End.

**One Glasgow Reducing Offending work stream.** The aim of this work stream is earlier identification and better planning and assessment of interventions, in order to reduce offending rates and improve efficiency with improvements to be measured through a range of agreed indicators.

This is being delivered through the operation of a Coordination Hub, supported by a Client Intelligence Unit, to pool knowledge and bring together agencies to better deliver the range of interventions aimed at reducing offending. The Client Intelligence Unit creates a single repository for all information, intelligence, intervention and diversion decisions relating to offenders and allows better informed decisions and effective recording of outcomes while removing duplication.

The Coordination Hub brings together representatives from partner organisations to coordinate delivery of intervention services; by agreeing, recording and tracking care plans based on a shared risk assessment resulting in faster and more effective referrals to reduce further offending, improved measurement of outcomes, remove duplication and identify gaps in service provision.

There are six packages of work which follow the creation of the Hub and Intelligence Unit. These are:

- Early & Effective Intervention/Whole Systems Approach
- Problematic/Prolific and Low Level Offenders
- Alternative to Prosecution and Diversion
- Short Term Prisoners and Through Care
- Women Offenders; and
- Information Sharing Protocol

**The Community Improvement Partnership (CIP)** was established in December 2010 by Glasgow Housing Association (GHA), working together with Strathclyde Police and Strathclyde Fire and Rescue (SFR), recognising that anti social behaviour and tenant vulnerability was having a detrimental effect on GHA tenants and residents across Glasgow. This included those falling victim to vandalism, violence and youth disorder or where individual lifestyles were exposing tenants to serious risk from fire within their home.

To tackle these issues, GHA, Police and SFR agreed to enter into partnership, seconding a Police Inspector and Station Commander to develop a model which would be effective in improving the lives of residents by reducing the impact of crime and disorder, making them feel safer within their homes and to identify those at risk from fire.

The CIP employed a dedicated IT system and designed a 'customer first' approach, which included staff building a comprehensive picture of risk and vulnerability for tenants and residents within neighbourhoods. The approach also includes an automatic referral mechanism whereby vulnerable residents at risk from fire receive a home fire safety visit and smoke alarm installation from Strathclyde Fire & Rescue.

The CIP includes operational tasking meetings in every housing office, chaired by Housing Managers, and attended, where appropriate, by local Police and SFR personnel, allowing the joint tasking of resources to address emerging issues. This allows effective intervention to be made at the earliest opportunity.

Following a successful review of the initiative, formal agreements have been signed between GHA, Strathclyde Police and SFR resulting in staff from all three organisations co-locating to purpose built state of the art premises. This initiative has delivered key outcomes within the target areas, including:

- reduction of Anti Social Behaviour across GHA tenancies from 18% to 5%
- increase in Tenancy Sustainment 78% to 87%
- decrease in persons not feeling safe at night from 32% to 10%
- increase in total number satisfied with the area they stay in from 63% to 84%; and
- accidental dwelling fires decreased by 18.7% with secondary fires (often directly attributed to anti social behaviour) decreasing by 40.7%. Both returns are compared to baseline figures recorded 2008/2009

**The Persistent Offender Project (POP)** is a joint venture between Strathclyde Police and Glasgow Addiction Services (GAS) is based at Centenary House, Morrison Street, Glasgow. The project, unique in Scotland began in 2006 and is modelled on interventions originally developed by Lancashire Police in 2002.

POP is an approach taken to work with high tariff offenders who live in targeted parts of Glasgow. Strathclyde Police and Glasgow City Council Social Work Services share information to identify persons who are responsible for committing a large volume of acquisitive and prostitution offences to fund a drug and/or alcohol addiction.

The POP employs a small team of police officers and addiction services staff working to target individuals who meet the agreed criteria of persistent drug and alcohol related offending. The project's key objectives are to:

- reduce drug/alcohol offending
- reduce anti-social and violent offending
- promote community safety and well-being
- reduce drug related deaths
- reduce fear of crime; and
- reform offender lives

The project seeks to work with persistent offenders to engage them into intensive support and treatment through community-based assertive outreach. It means to stabilise the most chaotic and 'at-risk' misusing offenders and integrate them into mainstream addiction services.

To date the POP has engaged with 467 service users/clients and its main highlighted success has been the reduction of recorded crime of 32% pre and post intervention. A recent comprehensive cost benefit analysis (CBA) compiled by the Scottish Government highlighted that £10 million has been saved over the last 3 years in the form of reduced economic and social costs of crime.

### ***Health Inequalities and Physical Activity***

We have considered the Health Scotland briefings on the role of CPP's in reducing health inequalities and recognise that a reversal of health inequalities fundamentally involves reducing the gaps in income and power between communities and groups. The SOA priorities around thriving places, vulnerable people, youth employment and alcohol are expected to mitigate considerably against health inequalities. At a city level a number of other strategies and programmes are being delivered which contribute to addressing Health Inequalities. Partners are also sighted on the challenges within the city to improve the proportion of the population and the frequency of being physically active.

### **Tackling Poverty Framework**

During 2012 a *tackling poverty together* framework was developed for the city, lead by the third sector forum, in conjunction with public bodies. The framework has established five priority themes for action at a city and local level:

- changing attitudes to poverty
- tackling Child poverty
- supporting residents to manage debt and credit
- promoting work and worth, including refreshing the Glasgow Works Strategy; and
- mitigating against the negative impacts of welfare reform

An action plan will be fully developed during 2013 (incorporating elements of the SOA priority around vulnerable people) which clearly lays out aspirations, plans, measurable outcomes and responsibilities for Community Planning Partners. Each partner will appoint a senior lead person to oversee the implementation of the Action Plan within their organisation and ensure effective collaboration across the partnership. A monitoring and evaluation framework will be developed to ensure time-bound progress and organisational accountability.

An Advisory Panel, to be co-chaired by the Leader of the Council will help guide the city's work on anti-poverty. The Advisory Panel will be comprised of councillors, community planning partners, academics, people with direct experience of poverty and representatives from the private sector.

### **Financial Inclusion Strategy**

In 2011 partners agreed a new financial inclusion strategy for the city. This strategy has driven the contracting out of over £12million in financial inclusion and housing information and advice services for Glasgow between 2012 and 2015. The strategy has led to improved access to services, with more outreach service provision and extended hours of opening for services. Access to financial advice is available directly, and through NHS and Glasgow Housing Association referral and includes proactive services such as *Healthier Wealthier Children*. The strategy is being led by a City Advisory Panel, and focuses on a number of key elements:

- money/debt advice, including the *GAIN* telephone service and development of more on-line support and resources as well as extending locally based service provision
- welfare rights advice
- financial capability advice, including extending financial education in secondary schools in the city, the development of the credit union movement in the city and financial capability services as part of *Scotcash*
- housing information & advice
- employment rights advice; and
- legal advice, including the court based legal service for residents presenting for eviction cases

### **Physical Activity: Commonwealth Games Legacy**

The hosting of the 2014 Commonwealth Games will provide Glasgow with a unique opportunity to achieve a lasting health legacy for city residents. The city will maximise the impact of the major sporting venues and infrastructure improvements to engage and involve more local residents in sporting and physical activities. It is anticipated that some of the biggest impacts will be felt within the very communities experiencing the most significant health inequalities, including those in the East End of Glasgow. Glasgow Life and many of the local and national sports bodies are working hard to ensure that these venues are used to their full potential by residents and visitors alike.

For example, the Emirates Arena in the Parkhead/Dalmarnock is the new £113m purpose built sports arena which will house cycling and badminton events for the Games. In just the first five months after opening in October 2012, there were 93,000 attendances at the venue for a host of events and activities. Over 2,500 school children from Glasgow visited the venue in the first month to participate in a miniature badminton event as part of the Scottish Championships. Over 6,000 people registered to use the Velodrome in the first 3 months including local school children and residents. Each week, a

track league attracts riders from all over Glasgow and further afield to participate in competitive cycling events.

An integral part of legacy is the *sports development legacy action plan* which includes volunteer and coach recruitment and training through to sport and club development programmes for multiple sports. The city is also piloting a Glasgow Sport Young Leaders (GSYL) programme and delivering the EXCEL coaching programme to gear up and retain a legacy of sports activity beyond the games. There are also programmes in place to enhance the school – club connections and activity and achieve the ‘Clubmark’ status, and develop community sports hubs in identified communities.

Opportunities are being taken to link games activities to the promotion and participation in target sports in the city in order to improve health and well-being. For example, city partners are utilising the opportunities created by the Commonwealth Games to further implement the city cycling strategy. Interest in cycling is being boosted by the opening of the new indoor velodrome and Mountain Bike Centre, both created for the Games. Glasgow has created a Strategic Plan for Cycling with a vision to make cycling the largest participation activity in the City by 2020.

### **Outcomes for Older People**

Three of the key programmes of work which contribute to the National Priorities are *Reshaping Care for Older People*, *One Glasgow – Vulnerable Older People*, and *Integrated Grant Vulnerable Adults Programme*. These programs take a partnership approach to tackling this priority in order to achieve the best outcomes possible for the city.

### **Reshaping Care for Older People**

The aim of the Reshaping Care for Older People programme is to redesign services and increase the range of supports to ensure they are both sustainable in the long term and that they improve outcomes. Older people have said that given the option, they want to stay in their own homes for as long as possible, and have care that is personalised according to their own individual needs and preferences. Reshaping Care promotes community capacity building and new models of care and support that shift the balance of provision away from institutional care, towards care at home.

The Reshaping Care Strategy for Glasgow will shape the planning of older people’s services in the City, and contains representatives from the NHS Board, Social Work Services, the Independent Sector (represented by Scottish Care) and the Voluntary Sector (represented by GCVS, as part of the Third Sector Interface).

### **One Glasgow – Vulnerable Older People**

The One Glasgow workstream of Vulnerable Older People brings together Community Planning Partners to join up resources and services to focus on improving support to vulnerable older people through preventative measures to reduce demand and lesson inequalities, developing services around people and communities with partners working together to deliver better outcomes.

The Vulnerable Older People Workstream has with two themes:

- **First through the Door** - a checklist approach to prevention for first responders (such as police officers, fire officers, health or care workers) by assessing vulnerability in older people by looking at issues around health, safety and social isolation; and
- **Hub & Cluster Housing** - provision of social housing for over 65’s in a distinct area of the city, with associated support from partner agencies to promote health and well being

Partners work across both workstreams of Hub & Cluster and First through the Door. The One Glasgow Vulnerable Older People group is chaired by the lead for Reshaping Care for Older People which ensures consistency of approach. The group comprises of; NHS, City Council, Glasgow Council for Voluntary Services, Glasgow Housing Association, Strathclyde Fire & Rescue, Strathclyde Police, DWP, and Glasgow Community & Safety Services.

### **Integrated Grant Vulnerable Adults Programme**

The Community Planning Partnership Vulnerable Adults programme brings together a range of projects and initiatives aimed at reducing the social exclusion of vulnerable adults facing a range of barriers to participation in community life. It is mostly focussed on services for elderly and disabled people across Glasgow with services providing day to day activities which support the health and wellbeing of the client group. Projects delivering the programme have reported on instances where their services help to alleviate social isolation and mental health issues, thereby having a positive impact on the individual's physical health.

Programme Outcomes include to provide additional support services to the elderly, to those affected by disability, and to increase the number of elderly people able to live in their own home. In 2011/12, the programme provided almost 27,000 residents with services that assisted and promoted their independence and inclusion in community life.

Funding of over £1.1m has been committed by the CPP through the Integrated Grant Fund between 2013 and 2015 to support programmes of activity to assist vulnerable adults including older people. Some of the specific activities being delivered by partners across the public, private and voluntary sectors include financial information and advice services, community transport, and assistance with independent living.

## 12 d: Linkages to the 16 National Outcomes

SOA Outcome	Code	Outcome Detail
Alcohol 1	A	Working with the people of Glasgow to create a healthier relationship to alcohol
Alcohol 1a	A1	Reducing the accessibility of alcohol in communities
Alcohol 1b	A2	Reducing the acceptability of misusing alcohol
Youth Employment 1	YE	All young people (aged 16-24) are supported to progress into and sustain employment
Youth Employment 1a	YE1	Increase the number of employers recruiting Glasgow young people
Youth Employment 1b	YE2	All young people develop the skills, attitude and resilience required for employment
Youth Employment 1c	YE3	All key employability partners use an agreed data hub
Vulnerable People 1	VP	Particularly vulnerable individuals and communities are effectively supported to become more resilient despite the economic context
Vulnerable People 1a	VP1	We will work together to intervene early to prevent homelessness or reduce the risk of homelessness
Vulnerable People 1b	VP2	We will reduce the number of residents affected by in-work poverty

National Outcome	Contribution D = Direct I = Indirect N/A	SOA Outcome(s)										
		A	A1	A2	YE	YE1	YE2	YE3	VP	VP1	VP2	
We live in a Scotland that is the most attractive place for doing business in Europe	I											
We realise our full economic potential with more and better employment opportunities for our people	D											
We are better educated, more skilled and more successful, renowned for our research and innovation	I											
Our young people are successful learners, confident individuals, effective contributors and responsible citizens	D											
Our children have the best start in life and are ready to succeed	I											
We live longer, healthier lives	D											
We have tackled the significant inequalities in Scottish society	D											
We have improved the life chances for children, young people and families at risk	D											
We live our lives safe from crime, disorder and danger	D											
We live in well-designed, sustainable places where we are able to access the amenities and services we need	N/A											
We have strong, resilient and supportive communities where people take responsibility for their own actions and how they affect others	D											
We value and enjoy our built and natural environment and protect it and enhance it for future generations	N/A											
We take pride in a strong, fair and inclusive national identity	I											
We reduce the local and global environmental impact of our consumption and production	N/A											
Our people are able to maintain their independence as they get older and are able to access appropriate support when they need it	D											
Our public services are high quality, continually improving, efficient and responsive to local people's needs	D											

## **12 e: Features of a Public Sector Reform and Improvement Programme – The One Glasgow Model**

One Glasgow is the CPP's public service reform programme to deliver sustained system change, accelerated service integration and improvement to deliver the SOA priorities. One Glasgow is demonstrating and will deliver:

- a decisive shift to prevention and early intervention
- deeper collaboration between community planning partners, including the third sector and communities, to make better use of resources
- accelerated service integration and sustained system change; and
- develop evidence based approaches and target services and resources based on need and where there is the greatest benefit

One Glasgow is the programme and approach that will ensure that Community Planning partners will:

- maintain or improve outcomes in the city while delivering services with fewer resources
- redesign services through collaboration and joint working
- streamline service provision by de-cluttering a complex public service landscape, and
- redirect resources to more effective service approaches in the city

### **Scope**

One Glasgow is designed to address the Community Planning Partnerships priorities. The current programme includes:

- Early years Children 0-8, now incorporating the Early Years Collaborative
- Reducing offending
- Improving outcomes for Vulnerable Older People 65+; and
- Independent Living, addressing equality

To date there has been distinct and firm governance around the One Glasgow Programme to ensure it is focussed on outcomes, service redesign, measurable benefits, scale and the potential to redirect resources. All One Glasgow projects must be approved the Glasgow Community Planning Partnership Executive Group and the Strategic Board then it will follow agreed programme management arrangements to ensure there is programme ownership and leadership; a business case; clear project initiation; a project plan; and milestone reporting and benefit tracking.

### **Features**

A One Glasgow project has the following distinct features:

- the programme or project requires the engagement of all of the Community Planning partners in the consideration of the issue for service redesign or system change
- it affects large sections of Glasgow's population, either directly or indirectly, and attracts large volumes of Glasgow's total public service expenditure, shared by a range of partners
- it delivers the priorities set out in the SOA
- it has the potential to maintain or improve outcomes in the city while delivering services with fewer resources
- a service area where the governance, financial and delivery landscape is complex and where reducing duplication and improving collaboration on the ground can be difficult to achieve
- early evidence suggests the issue requires a whole systems change and improvement and there is evidence this can deliver benefits and be sustained
- there is evidence of repeat presentations by individuals creating high cost service demand and/or failure demand where issues are dealt with at a crisis level rather than earlier



- it accelerates the use of early intervention and prevention approaches to improve the outcomes for individuals and their families
- the system change can go to scale across the city, being adapted to suit community needs, and to enhance the mix of service provision locally between agencies, the third sector, and the community; and
- it is an area where increased service demand is anticipated and service redesign will result in cost avoidance while maintaining the service or improving outcomes

### **Techniques and Processes**

One Glasgow project development and management is characterised by:

- evidence gathering about current service user needs and demands across all partners, specifically a financial count where partners identify the cost of the current service or issue
- a scoping workshop(s) with all partners represented at an appropriate senior level to consider the issue and agree it has potential to meet the programme criteria
- a service map of the 'as is' processes and provision by partners and an initial 'to be' of the redesigned service to gauge the potential for system change
- a proof of concept operational phase to test all new ways of working (Wave one)
- a roll out and go to scale phase across the city (Wave two) one proof of concept is completed
- all projects have to be capable of going to scale across the city (Wave one & two). There are no pilot projects as part of One Glasgow; and
- the use of lean and whole systems methodology and techniques to reduce duplication and create a streamlined joined up service between parties

### **Benefits and Redirecting Resources**

The One Glasgow Programme Board has agreed early principles to be adopted for benefit tracking and sharing and the redirection of resources from the programme. These are:

- committed to the city's best interests and governance, beyond the individual interests and responsibilities of our own organisations
- focussed on the delivery of joint outcomes to be made clear and communicated as part of One Glasgow project plans or proposals
- all Partners will commit resources to deliver One Glasgow
- recognising the scale of need in Glasgow and the long term nature of the benefits we are aiming for. This means that joint improvement and the delivery of better outcomes for individuals does not always result in cashable savings. Cashability is not a key driver for Wave One of the programme
- keeping under review any better use of resources from One Glasgow and make joint and informed decisions on how to use them for the best interests of the city
- a light touch benefits sharing model, focussed on outcomes – do not become bound up in complex resource sharing, accounting models or governance arrangements
- committed to achieving cultural change within and across organisations, engaging all staff to develop service solutions that will create the best possible outcomes
- commit to developing a local and neighbourhood dimension and development of One Glasgow, recognising that solutions for each may differ; and
- take a decision when the programme has momentum to shift the focus to local development

## 12 f: Performance Management Framework

To be completed and agreed by October 2013

Priority	Alcohol							
Outcome	Reducing the accessibility of alcohol in communities							
Indicator	Frequency / Type/ Source	Baseline Year (2013/14)	Comparative performance	Local Targets				Comments / Explanation
				2014/15	2016/17	2018/19	2023/24	

Priority	Alcohol							
Outcome	Reducing the acceptability of misusing alcohol							
Indicator	Frequency / Type/ Source	Baseline Year (2013/14)	Comparative performance	Local Targets				Comments / Explanation
				2014/15	2016/17	2018/19	2023/24	

<b>Priority</b>	<b>Youth Employment</b>							
<b>Outcome</b>	<b>Increase the number of employers recruiting Glasgow young people</b>							
<b>Indicator</b>	<b>Frequency / Type/ Source</b>	<b>Baseline Year (2013/14)</b>	<b>Comparative performance</b>	<b>Local Targets</b>				<b>Comments / Explanation</b>
				<b>2014/15</b>	<b>2016/17</b>	<b>2018/19</b>	<b>2023/24</b>	

<b>Priority</b>	<b>Youth Employment</b>							
<b>Outcome</b>	<b>All young people develop the skills, attitude and resilience required for employment</b>							
<b>Indicator</b>	<b>Frequency / Type/ Source</b>	<b>Baseline Year (2013/14)</b>	<b>Comparative performance</b>	<b>Local Targets</b>				<b>Comments / Explanation</b>
				<b>2014/15</b>	<b>2016/17</b>	<b>2018/19</b>	<b>2023/24</b>	

<b>Priority</b>	<b>Youth Employment</b>							
<b>Outcome</b>	<b>All key employability partners use an agreed data hub</b>							
<b>Indicator</b>	<b>Frequency / Type/ Source</b>	<b>Baseline Year (2013/14)</b>	<b>Comparative performance</b>	<b>Local Targets</b>				<b>Comments / Explanation</b>
				<b>2014/15</b>	<b>2016/17</b>	<b>2018/19</b>	<b>2023/24</b>	

<b>Priority</b>	<b>Vulnerable People</b>							
<b>Outcome</b>	<b>Particularly vulnerable individuals and communities are effectively supported to become more resilient despite the economic context</b>							
<b>Indicator</b>	<b>Frequency / Type/ Source</b>	<b>Baseline Year (2013/14)</b>	<b>Comparative performance</b>	<b>Local Targets</b>				<b>Comments / Explanation</b>
				<b>2014/15</b>	<b>2016/17</b>	<b>2018/19</b>	<b>2023/24</b>	

<b>Priority</b>	<b>Vulnerable People</b>							
<b>Outcome</b>	<b>We will work together to intervene early to prevent homelessness or reduce the risk of homelessness</b>							
<b>Indicator</b>	<b>Frequency / Type/ Source</b>	<b>Baseline Year (2013/14)</b>	<b>Comparative performance</b>	<b>Local Targets</b>				<b>Comments / Explanation</b>
				<b>2014/15</b>	<b>2016/17</b>	<b>2018/19</b>	<b>2023/24</b>	

<b>Priority</b>	<b>Vulnerable People</b>							
<b>Outcome</b>	<b>We will reduce the number of residents affected by in-work poverty</b>							
<b>Indicator</b>	<b>Frequency / Type/ Source</b>	<b>Baseline Year (2013/14)</b>	<b>Comparative performance</b>	<b>Local Targets</b>				<b>Comments / Explanation</b>
				<b>2014/15</b>	<b>2016/17</b>	<b>2018/19</b>	<b>2023/24</b>	