

# Orkney Community Planning Partnership



 ACCOUNTS COMMISSION

 AUDITOR GENERAL

Prepared by Audit Scotland  
November 2014

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- check whether they achieve value for money.

The Auditor General is independent and reports to the Scottish Parliament on the performance of:

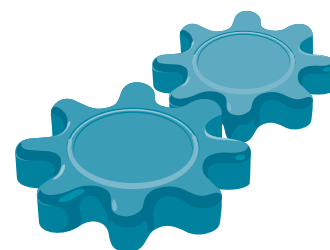
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- government agencies, eg the Scottish Prison Service, Historic Scotland
- NHS bodies
- further education colleges
- Scottish Water
- NDPBs and others, eg Scottish Police Authority, Scottish Fire and Rescue Service.

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## Exhibit data

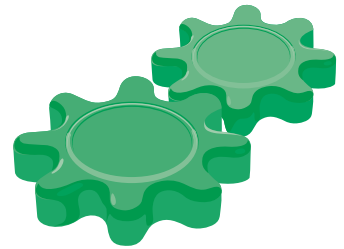
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# Commission findings

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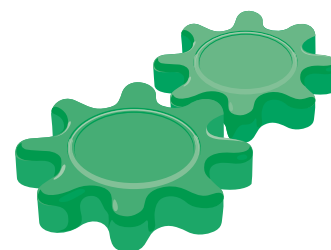


- 1** The Commission notes the report by the Controller of Audit and the Auditor General for Scotland on community planning in Orkney.
- 2** The Commission is extremely disappointed with the poor progress of community planning in Orkney. This represents a missed opportunity for community planning partners to show how they can deliver improved outcomes for the people of Orkney.
- 3** The Community Planning Partnership's (CPP) Steering Group is not fulfilling its leadership role. It needs urgently to take forward the CPP's three strategic priorities, specify outcomes for each, and agree what the partnership will do and resources required to deliver them.
- 4** It has been shown that partnership working in Orkney can be effective at operational and service delivery level in areas like alcohol and drugs, children's services, business advice, and specific initiatives such as the European Marine Energy Centre. But this partnership working must be led more effectively by the CPP. There is also substantial potential for the CPP to build upon vibrant community engagement in cross-cutting work and in service delivery, and upon its good record of involvement and support of an active voluntary sector.
- 5** We note that the CPP has undertaken some review activity to try and improve how it works. The quality of this work is questionable and the outcome has yet to be translated into evident improvements in the working of the CPP. The CPP needs to make better use of this activity and to learn from other CPPs to help deliver the substantial and challenging improvement agenda set out in this report.
- 6** We note with serious concern that tensions between Orkney Islands Council and NHS Orkney have held back progress in community planning. It is imperative that those two bodies address and resolve issues between them.
- 7** But we emphasise that all partners need to fulfil their responsibilities to work together to fulfil the CPP's objectives. It is the responsibility of each partner, and of the CPP, to fulfil its obligations and to improve outcomes for the people of Orkney.

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# Key messages

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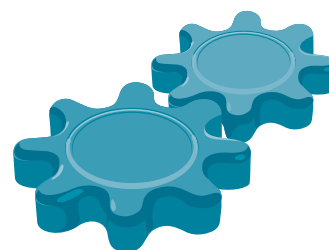
- 1** Orkney Community Planning Partnership's (CPP) Steering Group is not providing effective shared leadership for community planning in Orkney. The Steering Group has identified three priority areas of focus: positive ageing; a vibrant economic environment; and social sustainability. But it still needs to agree how and when these will be taken forward. The Steering Group has made only limited progress in driving important strategic issues such as joint resourcing and prevention.
- 2** Progress in agreeing priorities and improvements, and in clarifying how partners will work together to address them, has been hampered by tensions between the council and the NHS. This means that the CPP is not capitalising on its potential value to coordinate and drive partnership working to improve outcomes for local people.
- 3** Orkney's residents generally live in safe communities and enjoy a good quality of life. Orkney does face some significant challenges, including sustaining its fragile communities, ongoing pressures on public finances, an ageing population, alcohol misuse, and obesity levels among children. The CPP needs to set out clearly how it plans to address these issues and deliver its vision. All partners need to take greater collective ownership of developing the CPP's priorities and shaping the Steering Group's agenda. The Steering Group needs urgently to: agree and communicate the CPP's priorities to all partners and staff; clarify the specific outcomes it wants to achieve; and assign the resources needed to achieve these.
- 4** There is strong commitment and enthusiasm for partnership working at an operational level in Orkney, resulting in many successful, small-scale partnership projects. Projects such as the European Maritime Energy Centre, the Employability Engagement Worker and the Youth Cafe are positive examples of good partnership working that are delivering benefits for the community. There are opportunities for the CPP to build on this work and increase its overall effectiveness.

- 5** The CPP has traditionally operated through a bottom-up approach, designed to create ownership and to reflect local needs and circumstances. But the CPP is not using Orkney's scale and agility to best effect. It has established a large number of thematic groups, creating an overly complex structure that makes it difficult for partners to contribute effectively. The CPP should review this approach to ensure its structure is proportionate to both Orkney's population and the scale and capacity of partner organisations.
- 6** Community planning partners collectively spend around £137 million each year on services for Orkney's population of 21,400 people. The CPP is at the early stages of understanding how this money could be best directed towards achieving the SOA priorities.
- 7** The CPP has a strong track record of involving and supporting Orkney's extensive and active voluntary sector. The Empowering Communities project has the potential to make a significant contribution towards sustaining Orkney's outer islands. The CPP should build on this experience to deliver wider improvements.
- 8** The CPP needs to get better at implementing change. It has undertaken several self-assessment and review exercises but has not used the results effectively to drive improvement. This is compounded by weak performance management arrangements and a lack of clear accountability for how partners contribute to achieving outcomes. The Steering Group should agree clear performance measures and scrutinise performance more effectively in order to better manage the CPP's performance and impact.
- 9** The CPP's recent performance has been mixed – it achieved just over half of its targets in 2012/13. Orkney's economic indicators show good signs of progress. However, indicators relating to social sustainability and older people highlight the challenges faced by the CPP.

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# Background

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## Orkney

**1.** Orkney comprises around 70 islands in the north of Scotland, of which 19 are inhabited ([Exhibit 1, page 8](#)). Orkney accounts for only 0.4 per cent of Scotland's population and has the smallest population of any council area in Scotland (approximately 21,400 people). Around 80 per cent of the population live on the Orkney mainland, particularly in the two biggest towns of Kirkwall and Stromness.

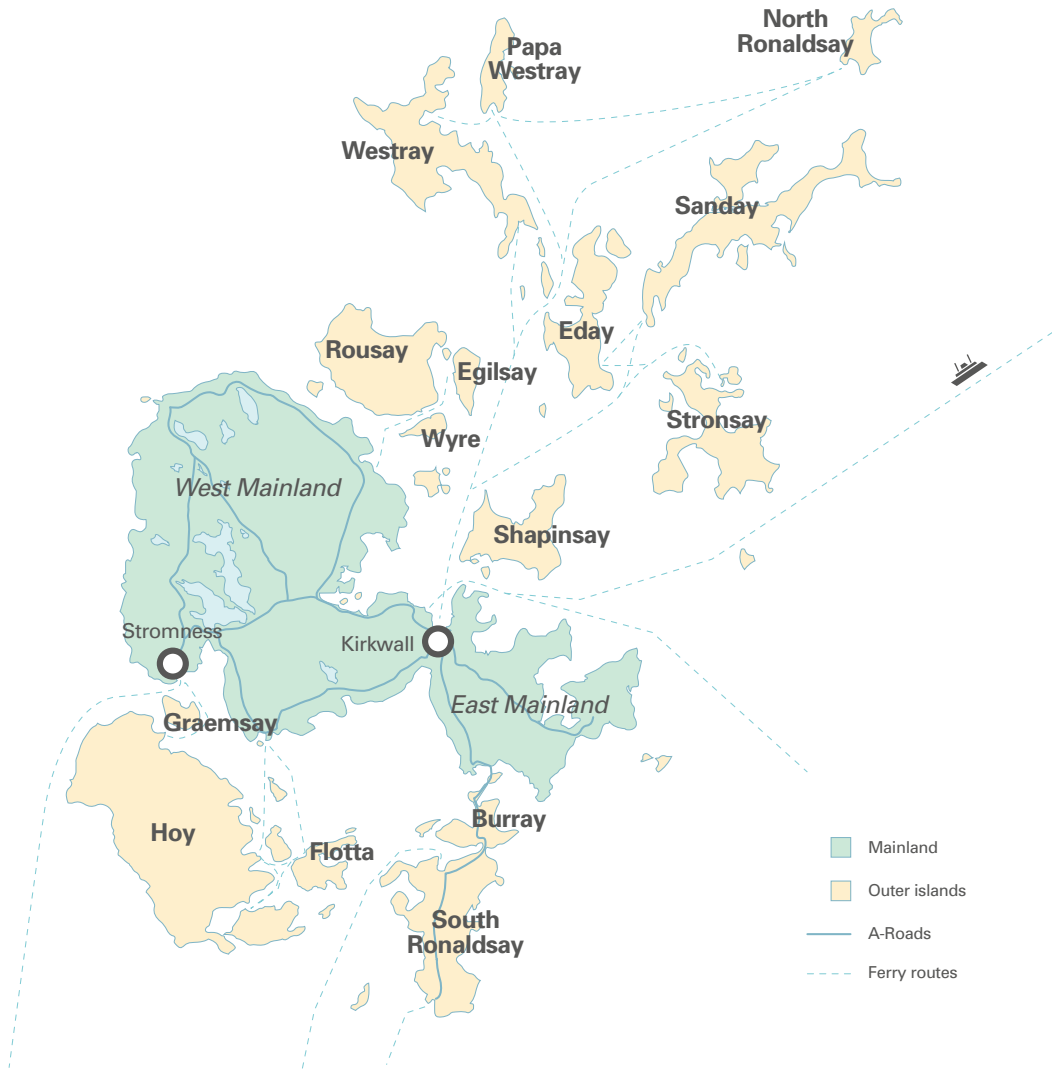
**2.** Between 2001 and 2011, Orkney's population increased by 10.9 per cent, more than double the growth across Scotland as a whole (4.6 per cent). But while there was a substantial increase on the Orkney mainland (12 per cent), there was also a continuing reduction in the proportion of the population living on the outer islands ([Exhibit 2, page 8](#)).<sup>1</sup> The CPP wants to maintain and increase a sense of community, to help build stronger communities over the longer term throughout Orkney's islands. It has identified the decline in the proportion of the population living on the outer islands as a priority and plans to analyse the reasons for inward and outward migration.

**3.** More than a fifth of Orkney's population are aged 65 or over (21 per cent), a higher proportion than across Scotland (18 per cent). Over the past decade, the number of older people increased by almost a third (31 per cent), three times the average rate in Scotland. It is projected to continue to grow by 60 per cent between 2012 and 2037, well above the national rate. The proportion of young people in Orkney (17 per cent) is similar to the Scottish average, but has decreased by seven per cent over the past decade. It is projected to decrease by a further three per cent by 2037.

**4.** Orkney has not only experienced significant population growth over the last decade, but has also seen the largest proportional growth in the number of households in Scotland ([Exhibit 3, page 9](#)). The number of households in Orkney is projected to continue to grow at a rate similar to the national average: 17 per cent between 2012 and 2037. Over this period, the proportion of households comprising over 75-year-olds is projected to almost double, from 14 per cent in 2012 to 26 per cent in 2037. In contrast, the proportion comprising 16 to 44-year-olds is projected to fall from 31 to 28 per cent.

**5.** Population changes and household growth over the past decade will inevitably have impacted on the demand and delivery of services that public bodies provide in Orkney. Projected future growth in households and older people will provide a major challenge in planning future services and maintaining communities.

**Exhibit 1**  
Map of Orkney



Source: Audit Scotland

**Exhibit 2**  
Proportion of Orkney's population living on its outer isles

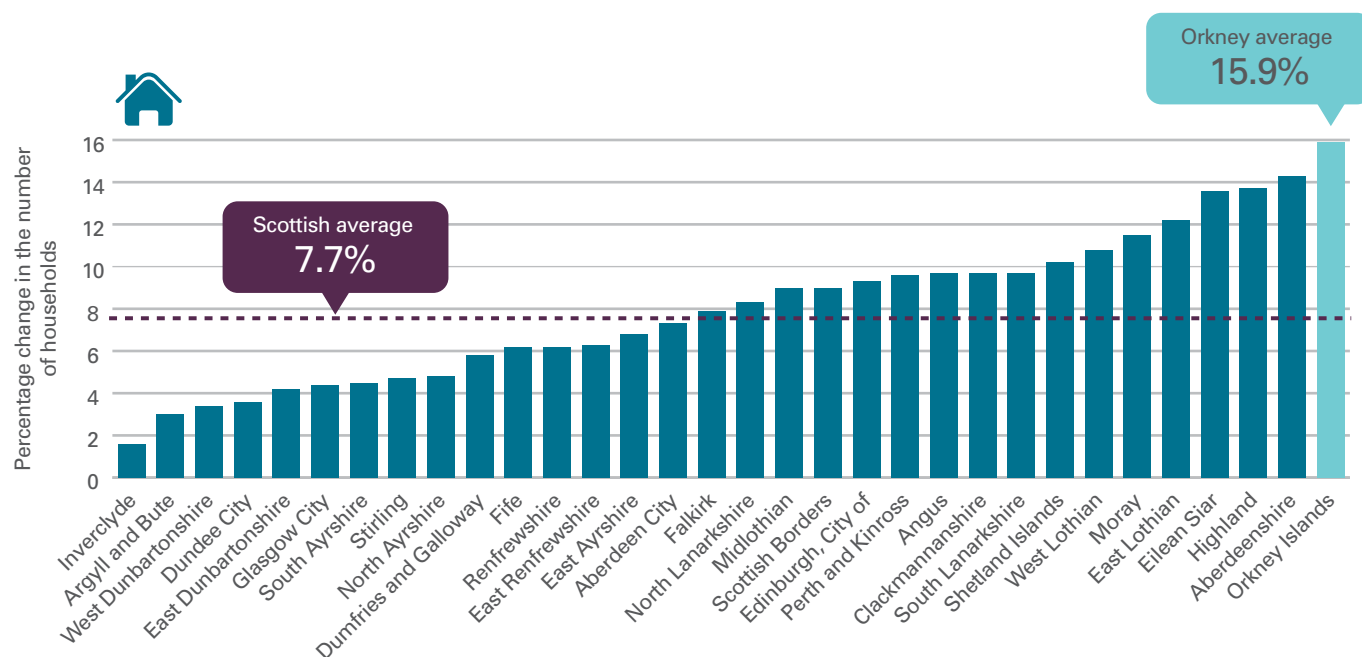
	1981	1991	2001	2011
Outer islands population	4,418	▲ 4,486	▼ 3,931	▲ 4,187
as percentage of Orkney's population	24%	▼ 22.9%	▼ 20.4%	▼ 19.6%

Source: National Records of Scotland



### Exhibit 3

Percentage change in the number of households, by council area in Scotland, 2003 to 2013



Source: General Register Office for Scotland

**6.** Orkney compares well with Scotland for some important indicators ([Exhibit 4, page 10](#)). Data from the Scottish Indices of Multiple Deprivation (SIMD) shows that geographic access to essential services is a major challenge across Orkney. The CPP's 2013–16 Single Outcome Agreement (SOA) also highlights that Orkney's remote and rural communities face difficulties with under-employment, low wages, a high cost of living, limited affordable housing and high fuel costs relative to income. Supporting the survival of Orkney's more remote outer isles has always been of critical importance to the CPP.

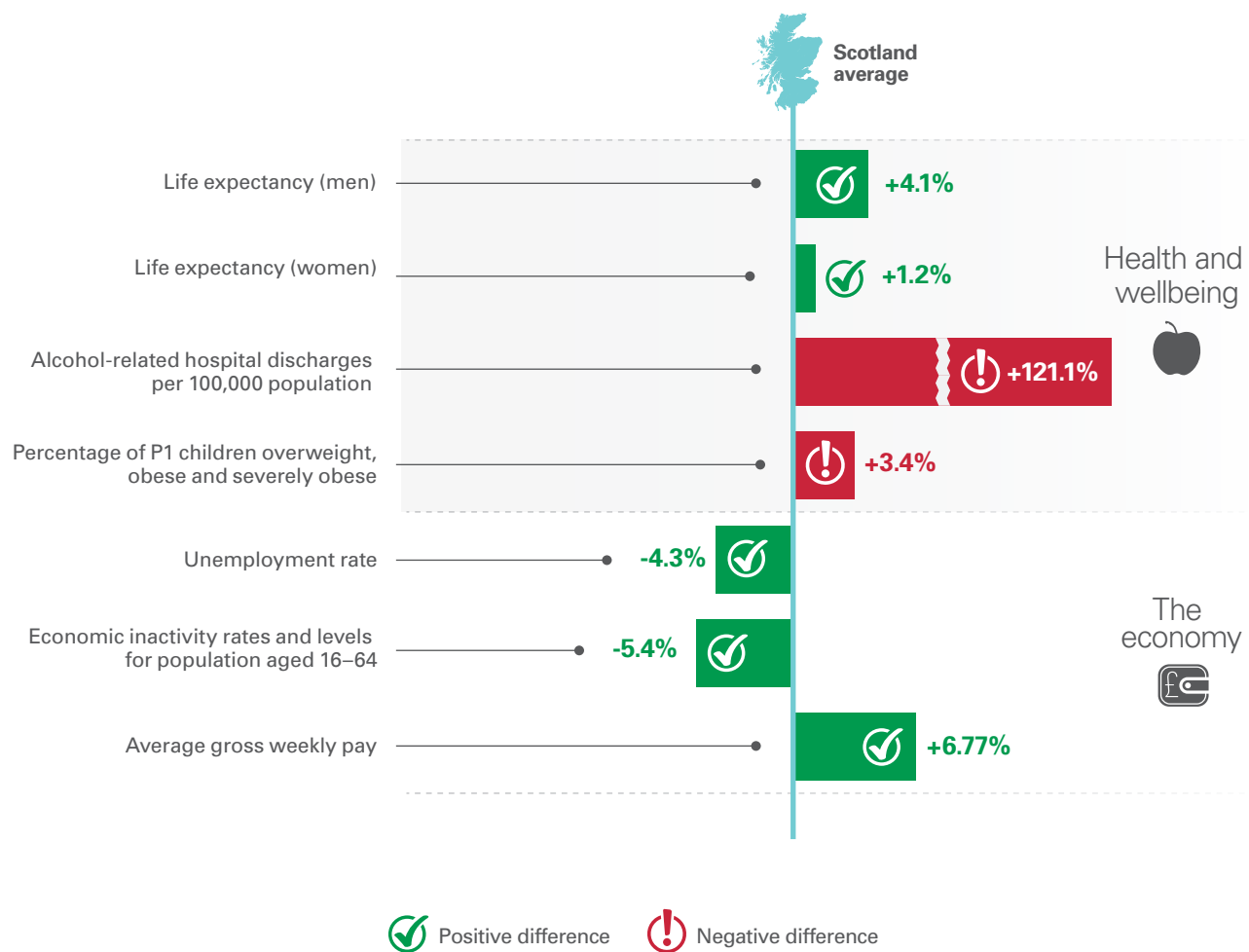
**7.** Orkney has a rich and vibrant cultural heritage. It is home to several festivals, museums and art galleries. Thirty-six sites are designated as Sites of Special Scientific Interest and UNESCO has designated a series of Neolithic sites as sites of cultural importance. The CPP cites safeguarding this heritage as a key value that guides its work.

**8.** The public sector plays a significant role in Orkney's economy, employing about 42 per cent of the local workforce, more than 11 per cent higher than Scotland's average. The economy has also relied heavily on agriculture, fishing and tourism linked to its arts and heritage. More recently new economic sectors have emerged, most notably renewable energy. In particular, there has been significant development of the marine energy sector, evolving around the wave and tidal testing facilities offered by the European Marine Energy Centre (EMEC) ([Case study 3, page 24](#)). Orkney also has an important social economy, demonstrated by a wide range of voluntary and not-for-profit organisations, cooperatives, social enterprises and community interest companies providing important local functions and services. Linked to this, the voluntary sector plays a significant role in the work of the CPP.

## Exhibit 4

### Strengths and challenges in Orkney

Comparison of selected indicators against the Scottish average showing what makes Orkney a good place to live as well as highlighting some of the problems it faces.



Source: Audit Scotland analysis of national data

9. Orkney Islands Council, with the other two island councils of Shetland and Eilean Siar, launched the *Our Islands Our Future* campaign in June 2013. This set out their aim for the constitutional arrangements for Scotland to take the three island groups' needs fully into account, irrespective of the outcome of the independence referendum. *Our Islands Our Future* seeks additional powers and resources, for example control of the seabed around the islands and the revenues associated with it. In submissions to the Christie Commission on the future delivery of public services, all three island councils also proposed options for future public service provision, including the idea of a single public authority for each island group, where one body would be responsible for the delivery of all public services.<sup>2</sup> The Scottish Government has set out proposals to give more powers to Scotland's island communities. It noted that these would be subject to formal consultation arrangements and, where new laws are needed, the

scrutiny and will of the Scottish Parliament.<sup>3</sup> Orkney Islands Council remains fully committed to a single public authority as the future model for providing public services. This would have significant implications for community planning.

### Community Planning Partnerships (CPPs)

**10.** Community Planning Partnerships (CPPs) exist in all 32 local authority areas in Scotland to coordinate and improve how local bodies plan and provide public services. They aim to improve outcomes, such as raising life expectancy and reducing crime, for people living within their areas, and to reduce inequalities. They bring together:

- the public sector, including councils, health boards, police and fire services, housing associations and colleges
- the third sector, for example charities and voluntary groups
- the private sector, such as local businesses.

**11.** The Orkney CPP was established in 2000. Following the Christie Commission report in 2011, the Scottish Government reviewed community planning. In March 2012, the Scottish Government and COSLA set out their expectations for community planning to become the main focus for improving public services at local level.<sup>4</sup>

**12.** Several current changes in how public services are provided affect community planning partnerships. These include:

- welfare reform
- Scotland's national police and fire services
- the integration of health and adult social care services, such as helping people with disabilities live independently at home
- the reform of colleges
- the introduction of the Children and Young People (Scotland) Act 2014<sup>5</sup>
- the Community Empowerment and Renewal (Scotland) Bill
- the Scottish Government's announcement that it is abolishing community justice authorities.

All of this is taking place within the context of falling public sector budgets.

### About the audit

**13.** In 2012, the Scottish Government asked the Accounts Commission to lead audits of individual CPPs to assess their performance. During 2012/13, Audit Scotland reviewed three CPPs. Our audit of the Orkney CPP is one of five that we have conducted during 2013/14. During our audit, the CPP Steering Group had considered its response to the feedback it received from the Scottish Government on its 2013–16 SOA and begun to develop its revised SOA for 2014–17.

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

**15.** The objectives of the audit were to assess the following:

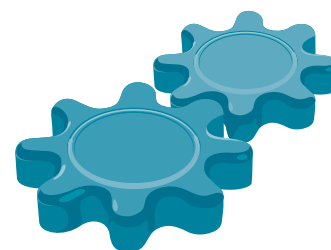
- To what extent has Orkney CPP set a clear strategic direction, agreed by all partners, that reflects Orkney's needs?
- Are Orkney CPP's governance and accountability arrangements appropriate and do they allow it to improve outcomes for local people?
- To what extent does Orkney CPP encourage collaborative behaviour among staff and use its resources, including money, staff and property, to deliver joint priorities and outcomes?
- How well is Orkney CPP delivering the outcomes contained in its SOA and is it reporting these clearly and accurately to the public?

**16.** The [Appendix](#) outlines our approach to the audit in more detail. As part of the audit, we also considered performance and outcomes against two themes particularly relevant to Orkney:

- rural sustainability, with particular focus on economic development; and
- the health and wellbeing of its population, with a particular focus on Orkney's ageing population and alcohol use.

# Part 1

## What is the CPP aiming to do?



### Key messages

- 1 The CPP Steering Group has identified three strategic priorities: a vibrant economic environment; positive ageing; and social sustainability, but has not yet agreed how or when these will be taken forward. The Steering Group has made only limited progress in driving important strategic issues such as prevention and joint resourcing. It is unclear how the CPP plans to address significant local challenges, such as sustaining its fragile communities, pressures on public finances, an ageing population, alcohol misuse, and obesity levels among children. Progress in agreeing and taking forward priorities and improvements has been hampered by tensions between the council and the NHS.
- 2 The CPP is not capitalising on its potential value to coordinate and deliver improvements for local people. All partners need to take collective ownership of developing the CPP's priorities and shaping the Steering Group's agenda. The CPP needs urgently to agree and communicate its priorities to all partners and staff, clarify the specific outcomes it wants to achieve and assign resources to achieve these.

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the CPP is not capitalising on its potential value

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### The Steering Group has identified three strategic priorities, but has not yet agreed how or when these will be taken forward

17. Orkney's CPP has an aspirational long-term view for the islands adopted from the Orkney Local Development Plan.<sup>6</sup> The *Long View* covers the period to 2030, and sets aims to:

- make Orkney a first choice location for people to live and work
- have nationally significant training and investment opportunities
- attract visitors from around the world to learn about and admire Orkney's heritage and cutting-edge business and industrial facilities.

Above all, the vision aims to make Orkney a place where people can enjoy an exceptional quality of life, a fulfilling career and a sustainable lifestyle.

18. Orkney's 2013–16 SOA, which was agreed in June 2013, sets out 16 outcomes, broadly aligned to the Scottish Government's national outcomes, and 93 indicators and sub-indicators. The Scottish Government's feedback on the SOA in July 2013 recommended that the CPP should have a clear focus on

taking forward those local outcomes that are priority issues, notably the major challenges identified in the *Long View*. It also suggested that the CPP better consider the impact it can have; thinking about the value the CPP can and should add at a strategic level in driving and supporting its priorities.

**19.** In response to its SOA feedback, the CPP's Steering Group – responsible for setting and maintaining the strategic direction for the CPP – held workshops to review its priorities in October 2013 and February 2014. The Steering Group identified three strategic priorities: a vibrant economic environment; positive ageing; and social sustainability.

**20.** The Steering Group has still to agree how to take its priorities forward. The 2014–17 SOA lists the three priorities but the CPP has not yet articulated what they will mean in practice – there are no specific objectives, outcomes and measures for the priorities. In September 2014, the CPP held a workshop to discuss these in more detail and to establish what they will mean for partners' activities and resources, and for Orkney's communities. Given this is the third workshop at which the priorities have been considered, it is important that the CPP now translates its thinking into a plan of action, with clear timescales for implementation. All partners need to take ownership of the CPP's priorities and consider how their individual contributions will collectively address priority areas.

### **The Steering Group has made only limited progress in driving a coordinated response to Orkney's significant local challenges and progress has been hampered by tensions between the two largest partners**

**21.** Orkney's residents generally live in safe communities and enjoy a good quality of life. But Orkney does face some significant challenges, including sustaining its fragile communities, pressures on public finances, an ageing population, alcohol misuse, and obesity levels among children. We found that these and other significant developments and challenges, such as joint resourcing and prevention, have not been given sufficient focus by the Steering Group. There is scope for all partners to better contribute to shaping the Steering Group's agenda, to ensure important issues and developments for Orkney are being considered and influenced by the CPP.

**22.** While there are examples of effective partnership working at an operational level, there are significant strategic tensions between the CPP's two largest partners – the council and the NHS. These tensions are having a negative impact on shared strategic leadership. They have contributed to the slow progress in agreeing the CPP's priorities and in agreeing responses to other important developments, such as health and social care integration.

**23.** The council and NHS Orkney have found it difficult to agree a way forward for integrating health and social care services. During our audit, both the council and the NHS favoured a lead agency model but were unable to agree who should lead it. At the time of our audit, the council had agreed that its preferred option is to adopt the body corporate model but NHS Orkney continued to favour a lead agency model. Orkney had therefore still not yet reached agreement on its preferred model for health and social care integration, unlike most other areas in Scotland.<sup>7</sup>

**24.** Individual partners also have differing views on priority issues, in particular the different importance and emphasis they place on alcohol-related issues. While the adverse effects of alcohol are identified in the current and previous SOAs,

most partners think alcohol misuse has not been given sufficient emphasis. It has not featured prominently on the Steering Group's agenda and it is unclear where it fits under the three proposed priorities. All partners need to work together to resolve these issues if the CPP is to make a difference.

**25.** In line with the Scottish Government's public service reforms, Orkney's SOA places great importance on prevention. Community planning partners carry out various prevention activities, some of which are overseen by thematic groups, as [Case study 1](#) shows. The Steering Group held a workshop in April 2014 to look at how it might take forward this challenging policy area but made limited progress. It held a further workshop in September 2014 but had not specified the resulting actions at the time of this report.

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## Case study 1

### Partner groups focusing on prevention

The Alcohol and Drugs Partnership (ADP) and Community Safety Partnership (CSP) oversee several projects that focus on prevention, including the following:

- Driving Ambition is an education programme for all high school pupils with the aim of promoting a culture of safe driving and preventing accidents.
- Orkney Youth Cafe is a drop-in cafe providing a safe place where young people can socialise away from alcohol. The cafe attracts around 250 visits a month from young people, and provides a range of advice and support. The number of alcohol and drug-related incidents has reduced since it opened, suggesting that this is having a positive impact.
- Through the CSP, the Scottish Fire and Rescue Service (SFRS) encourages partner agencies to identify and share information about people most at risk from domestic fires. It has developed a risk assessment checklist for partners to use, which allows the SFRS to target its fire prevention more effectively.

Source: Audit Scotland with information supplied by Orkney CPP

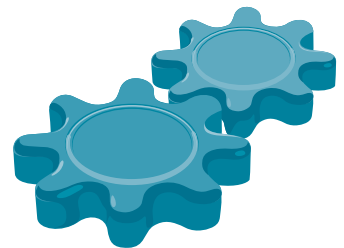
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## Recommendations

- The CPP Steering Group urgently needs to: agree and communicate its priorities to partners and staff; clarify the specific outcomes it wants to achieve; and assign the resources needed to achieve these.
  - The Steering Group needs to set a clearer strategy for dealing with issues such as joint resourcing and prevention, and to respond to local issues, such as the ageing population, alcohol misuse and obesity among children.
  - All partners need to take collective ownership of developing the CPP's priorities and shaping the Steering Group's agenda.
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# Part 2

## How is the CPP run?



### Key messages

- 1** Orkney's small scale should allow the CPP to bring together and deploy its resources quickly and effectively. However, the CPP's structure is overly complex relative to its scale. The large number of thematic groups impacts on the capacity and commitment of partners to contribute effectively. The CPP should review its approach, to ensure its structure is proportionate to both Orkney's population and the scale and capacity of partner organisations.
- 2** The Steering Group does not provide the necessary direction and support that its thematic groups are looking for, and plays a very limited role in reviewing and challenging performance. The CPP needs to get better at implementing change. It recognises some of the areas where it can change to add more value, but it needs to do more than talk about necessary improvements – it needs to implement them.

### The CPP's structure is overly complex and limits partners' ability to participate fully and to contribute effectively

**26.** Orkney CPP consists of the Steering Group, the Partnership Liaison Group (PLG) and 18 thematic groups responsible for leading and delivering CPP activities. Some thematic groups have subgroups. [Exhibit 5 \(page 17\)](#) shows the structure. The Steering Group sets the partnership's strategy and its work priorities. It is chaired by the council convener. The PLG's role is to provide coordinated advice and support to the Steering Group and is the link between the Steering Group and the thematic groups.

**27.** The CPP structure, particularly its 18 thematic groups and supporting subgroups, is organised around the CPP's 16 current priorities, which broadly align with the Scottish Government's national outcomes. The structure is also designed around a principle of inclusiveness, enabling many public agencies, voluntary bodies, smaller organisations and individuals to participate in community planning. Orkney CPP has to deal with the same range of issues as any other CPP, but the structure it has adopted is overly complex relative to its population and the scale of partner organisations.

**28.** Partners highlighted the valuable opportunity that the CPP provides for networking, sharing information and building relationships. However, most feel there are too many thematic groups and that this limits their ability to participate fully and to contribute effectively. For example, the Strategic Economic Forum

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the CPP  
needs to  
get better at  
implementing  
change

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## Exhibit 5

### Orkney's CPP structure

Orkney CPP has a large number of thematic groups aligned to the national outcomes.



**Notes:**

- Some thematic groups are also supported by subgroups not shown here.
- Orkney Islands Council's Vice Convener, Executive Director of Corporate Services, Strategy Manager and Community Planning Officer also attend the CPP Steering Group. Members of the SFRS Board have chosen not to participate in the Steering Group as they perceive it to create a potential conflict of interest.

Source: Orkney Community Plan and 2013–16 SOA and Orkney CPP's Partnership Guide

should meet at least three times a year, but met only three times between July 2012 and June 2014. Even when the group did meet, some partners could not attend. The burden the current structure can place on partners is also reflected in the number of groups in which the same individuals participate. One individual attends ten CPP groups and 19 individuals attend four or more groups. These often focus on similar or related issues. For example, four thematic groups are responsible for taking forward economic development and employment. Many partners feel the CPP structure can be streamlined.

### **The Steering Group does not provide effective leadership and needs to scrutinise performance more effectively**

**29.** Community planning in Orkney is primarily a bottom-up activity, designed to create ownership and to reflect local needs and circumstances. Thematic groups are expected to set their own agendas, deliver outcomes and monitor their own performance. Thematic group members have expressed concerns over the lack of leadership from the Steering Group. These individuals are committed and enthusiastic about delivering improved outcomes for the people of Orkney. But they want stronger strategic leadership, direction and challenge to ensure that they can focus their resources and energy in a way that adds value to what would happen anyway. The Steering Group recognises that it needs to strengthen its strategic leadership. It needs to be clear about how it will do this and begin to make this change quickly if community planning is to have a more positive impact.

**30.** The Steering Group needs to scrutinise performance more effectively. It receives the SOA annual report and ad-hoc updates from thematic groups. We found little evidence that the Steering Group effectively scrutinises CPP performance. Members of thematic groups are unclear about whether the Steering Group considers their performance updates, and seldom receive feedback. The absence of regular reporting and effective scrutiny is not only poor governance and performance management; it also creates a risk that useful lessons are lost.

**31.** During 2012, the Steering Group introduced a process where it would receive six-monthly update reports as well as regular verbal updates from thematic groups. However, theme groups have not reported regularly to the Steering Group as planned, with no reporting in 2013 and only limited reporting in 2014. Also, since the end of 2012, only the chair of the Community Safety thematic group has provided a verbal update on this group's developments. The CPP has taken some steps to improve how it manages performance. In December 2013, the council adopted a new corporate performance management system ('Aspireview'). This new system includes SOA performance information and all partners have access to it. The CPP needs to regularly consider progress reports that meaningfully assess performance against both thematic group plans and strategies, and SOA performance targets.

**32.** The Steering Group could make better use of the PLG to coordinate and assess thematic group performance. Where performance issues need to be brought to the Steering Group's attention, the PLG can coordinate this across all groups. This would give the PLG a clearer role in line with its established remit.

## The CPP needs to get better at implementing change

**33.** A CPP review in 2009 identified several areas for improvement. Some of the issues it identified almost five years ago were still evident during our audit. For example, some thematic groups, such as the Strategic Economic Forum, continue to lack clarity of purpose. In contrast, some thematic groups work well and have a clear sense of what they are trying to achieve. Examples include the Alcohol and Drugs Partnership and the Employability Strategic Group. The CPP needs to review what factors make these groups effective and consider how to apply these to the other groups.

**34.** The PLG also carried out several self-evaluation exercises during 2012 and 2013. These covered: leadership and direction; performance; policy development; and impact on the wider community. In May 2013, the Equality Forum also reviewed the CPP's approach to inclusion, equality and fairness. The relatively positive results of these reviews, compared to our audit findings, suggest that the reviews did not effectively identify all potential weaknesses and opportunities for improvement. The self-evaluation exercises were completed with only limited information and evidence to support the conclusions and resulted in only limited improvement actions or plans. The CPP needs to conduct more thorough reviews, and act on the findings.

**35.** Through externally facilitated self-evaluation workshops in October 2013 and February 2014, the CPP identified that the Steering Group's leadership needed to improve, as did communication between the Steering Group, the PLG and the thematic groups. These workshops, and a further one in September 2014, have been positive and popular, and have created momentum for change. However, the Steering Group has not yet developed clear action plans from this self-evaluation activity.

**36.** We found little evidence that the CPP was looking at other CPPs to understand what is working well in other areas. While Orkney faces some very specific challenges, there is scope for the CPP to make better use of experience and practice elsewhere.

## Clearer priorities would help the CPP to streamline its structure and membership

**37.** If the CPP were able to agree and clarify its strategic priorities, this would provide a good framework for it to review the membership, purpose and resourcing of all of its groups. This should include aligning the required input of each group to the relevant SOA objectives, targets and resources. Several partners not currently represented on either the Steering Group or the PLG could potentially make a valuable contribution to the three proposed priorities. For example, Skills Development Scotland, Jobcentre Plus, VisitScotland and Scottish Natural Heritage are represented on thematic groups only. But they will have a significant interest and role in a vibrant economic environment and in sustainable communities. In line with the Statement of Ambition, the CPP should also consider including representatives from the private sector in the CPP structure.

**38.** As part of any review, the CPP should examine whether partners provide appropriate, collective support for community planning. While the council has a statutory responsibility to facilitate community planning, it also provides the administrative support for around three-quarters of all CPP meetings. Given the

small scale at which all partners operate within Orkney compared with most other CPP areas, and the relative importance of the voluntary sector within the Orkney CPP, this balance of support should be reviewed, to ensure it is as equitable and proportionate between partners as possible.

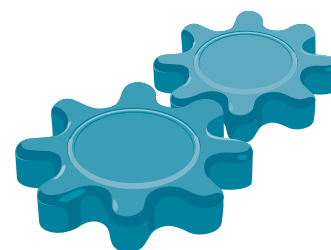
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## Recommendations

- The CPP should review and amend its structure, to provide an effective framework for all partners to contribute to delivery of the CPP priorities, in proportion to their respective capacities.
  - The Steering Group should provide stronger strategic leadership, direction and support to thematic groups. It should hold them to account for delivering their objectives by scrutinising performance more effectively. The CPP should also use performance reviews to identify lessons and share learning.
  - The CPP should make better use of its self-evaluation activity and workshops by developing improvement plans that allocate responsibility and timescales for implementing improvements.
-

# Part 3

## How does the CPP use resources?



### Key messages

- 1 Community planning partners collectively spend around £137 million each year on services for Orkney's population of 21,400 people. The CPP is at the early stages of understanding how this money could be best directed towards achieving SOA priorities. The CPP needs to build on the strong commitment and enthusiasm for partnership working at an operational level, and on the many successful, small-scale partnership projects that exist. The CPP has a strong track record in involving and supporting voluntary and community bodies in the design and delivery of services. The CPP needs to build on the experience of the Empowering Communities initiative to deliver wider improvements.

### Community planning partners spend around £137 million each year, but are at the early stages of understanding how this money could be best directed towards achieving SOA priorities

39. CPPs are expected to allocate the necessary resources to achieve agreed outcomes. In September 2013, the Scottish Government and the Convention of Scottish Local Authorities (COSLA) set out a vision that CPPs and their SOAs should become 'the focal point for the planning and deployment of resources locally'. This is not straightforward, as CPPs do not have any formal powers to control individual partners' budgets. Instead, they must rely on the willingness of partners to support and fund the delivery of the partnership's priorities.

40. Community planning partners contribute significantly to Orkney's local economy, spending around £137 million each year ([Exhibit 6, page 22](#)). They are also vital local employers, employing around 4,000 people (42 per cent of the local workforce). Additional money may also be available to support the CPP's priorities, beyond the annual budgets of key partners identified in the CPP's 2013–16 SOA. An example is the council's Strategic Reserve Fund, which has previously provided over £500k for community projects through the Community Development Fund.<sup>8</sup>

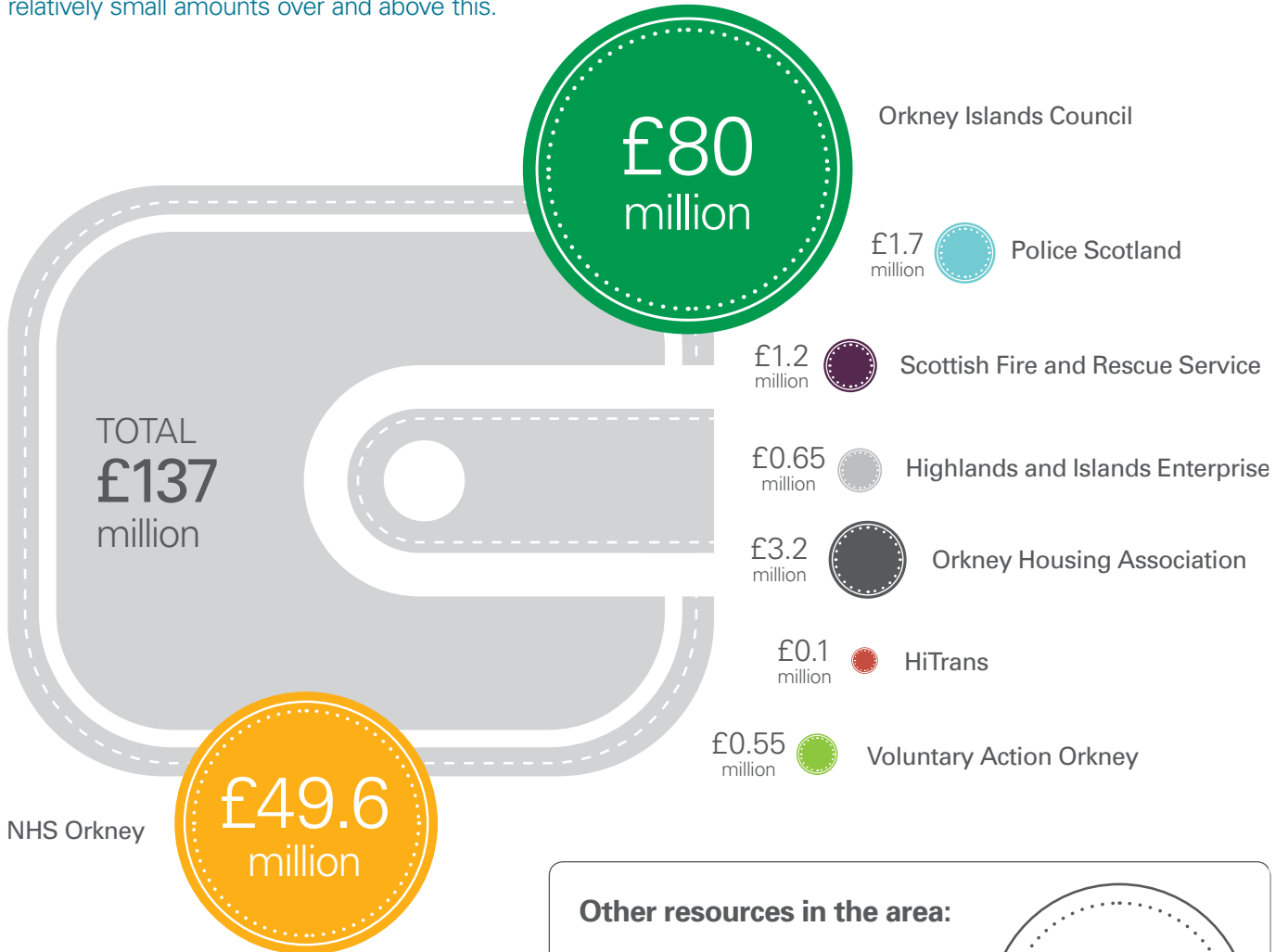
41. There are examples of joint funding and resourcing in Orkney. The most significant development was the creation of Orkney Health and Care (OHAC) in 2010. OHAC is a joint initiative, funded by the council and the NHS. Its aims are to improve social care, health and wellbeing, reduce inequalities and provide high-quality care for people in Orkney. Partners have also jointly funded an employment and engagement worker ([Case study 2, page 23](#)). The council and Highlands and Islands Enterprise (HIE) also have a co-located business advisory service at the Business Gateway, and the council has agreed to contribute £1.5 million of infrastructure works for the new hospital in Kirkwall.

there is strong commitment and enthusiasm for partnership working on which the CPP can build

## Exhibit 6

### Community planning partner net spending in Orkney in 2013/14

The main community planning partners in Orkney spend around £137 million providing services. This excludes benefits paid through the Department of Work and Pensions (DWP). Other public sector agencies contribute relatively small amounts over and above this.



**Other resources in the area:**

- DWP Benefit Expenditure:

Other public sector agencies without locally devolved budgets and where it is not possible to estimate resources:

- Scottish Natural Heritage
- Scottish Environment Protection Agency
- Skills Development Scotland
- VisitScotland
- Jobcentre Plus

**£43 million**

Note: Police and fire expenditure is pro-rata based on population.

Source: Audit Scotland with information from Orkney Community Plan and SOA

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## Case study 2

### Employment and engagement worker

In 2012, CPP partners agreed to jointly fund an employment and engagement worker to develop a coordinated approach to securing work placements for people in Orkney.

This person works closely with local employers to understand their business needs and to encourage them to offer both paid and unpaid work opportunities. So far, there has been a particular focus on the construction, tourism, food, retail and hospitality sectors.

The role also involves working with those looking for work to break down barriers to employment, such as mental health issues, learning and physical disabilities, criminal convictions and long-term unemployment. Jobcentre Plus and Employability Orkney<sup>1</sup> provide professional advice and support to the employment and engagement worker. The CPP's Employability Strategic Group oversees the progress and impact of the work that is being done. Between April 2013 and March 2014, the employment and engagement worker secured work experience, trials and paid employment for 85 clients.

The post was initially funded by a combination of European Union LEADER funding<sup>2</sup> and partner contributions from Orkney Islands Council, Jobcentre Plus, Skills Development Scotland and Lifeskills . The council and Jobcentre Plus have committed to fund the post until March 2015. Partners recognise the importance of the employment and engagement worker and are currently looking at ways to secure longer term funding for the post.

#### Notes:

1. Employability Orkney is a community-based charitable organisation, established to develop and promote employability among people who face the greatest challenges in accessing the labour market in Orkney.
2. LEADER (Links Between Activities Developing the Rural Economy) funding is aimed at local projects with a wide community benefit that show an element of originality or experimentation, where possible, and complement other activities within the Local Development Strategy.

Source: Orkney Islands Council and Employability Orkney

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**42.** But overall progress in jointly funding services and sharing resources has been slow. In May 2013, the Care Inspectorate found there was limited joint financial planning and commissioning of children's services. It was unable to determine whether partners were using their collective resources efficiently.<sup>9</sup> In July 2013, through its quality assurance of Orkney's draft SOA, the Scottish Government asked the CPP to agree appropriate timescales for making resource shifts towards local policy and prevention priorities. The CPP held a workshop on joint resourcing in April 2014, but made little progress. It considered joint resourcing again at a workshop in September 2014 but partners need now to determine how they can best align resources to achieve common goals.

**43.** The CPP does not yet share information as effectively as it could. The CPP's protocol on what information staff can share is currently being reviewed, in line with the requirements on individual partners under the Public Records (Scotland) Act 2011. In March 2014, the Steering Group agreed to set up a data-sharing working group to make progress in this area. Since our audit, the group has met twice and is starting to examine opportunities to better share information across partner organisations.

## There are examples of good operational partnership working in Orkney

**44.** Community planning in Orkney has helped to develop better working relationships and a stronger culture of partnership working. In several areas, partners are using their combined resources to good effect at an operational level. These include OHAC, the ADP and integrated children's services. The Care Inspectorate's children's services inspection highlighted the positive impact of operational partnership working, and that front-line staff were committed to working together to improve the lives of children.<sup>10</sup>

**45.** In cases such as OHAC, the ADP and integrated children's services, effective partnership working has happened because of national policy initiatives. In other cases, CPP partners have brought together their resources and expertise on local initiatives that make a valuable contribution to the vision for Orkney, such as the European Marine Energy Centre (EMEC) as shown in [Case study 3](#).

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### Case study 3 European Marine Energy Centre (EMEC)

Stromness-based EMEC is the world's leading test centre for marine energy, generating electricity from waves and tidal currents. It attracts world-leading marine technology developers to Orkney and brings significant local economic benefits.

HIE and the council were instrumental in securing EMEC's presence in Orkney and the two agencies are joint owners (along with Carbon Trust) of the EMEC operating company. The two agencies have formed a strategic partnership to help deliver the necessary local infrastructure to support the marine energy industry and provide opportunities for future economic growth. This includes:

- jointly investing in EMEC's assets
- building piers and quays at three strategic locations in Hatston, Lyness and Stromness
- securing enterprise areas next to Hatston and Lyness
- building six industrial units at Hatston for EMEC tidal test clients to use.

HIE and the council are also working closely with the Scottish Government and others to extend the EMEC's capabilities so it can maintain its prominent position within the global marine energy industry. This includes proposals to build new roads and services for the next phase of the Hatston enterprise area. There are also proposals to construct large-scale engineering hub buildings at both Hatston and Lyness and for the development of the Orkney Research Campus in Stromness. The proposed campus will allow EMEC and related ICT activities to expand further and bring additional facilities to attract new research and knowledge-based organisations to Orkney, based largely (but not exclusively) around marine energy.



## The CPP has involved and supported Orkney's extensive and active network of community and voluntary groups in developing and delivering services

**46.** The Statement of Ambition for community planning aims to get local people more involved in delivering improved outcomes. The Scottish Government's proposed Community Empowerment and Renewal (Scotland) Bill is intended to strengthen the legal basis for doing this. There are around 600 active voluntary and community organisations in Orkney. These include a network of 20 community councils, 11 community development trusts, and various other community associations and groups. Orkney CPP places a high value on the role of its community and voluntary sectors.

**47.** The voluntary sector is well represented within the CPP. Voluntary Action Orkney (VAO) is a community planning partner, with its chief executive being a member of the CPP Steering Group, PLG and various thematic groups. A number of other voluntary sector representatives are also involved within the CPP structure. VAO plays an important role in providing a focus for, and representing the views of, a large group of very different community-based organisations in helping to plan and deliver services. The CPP has shown a strong commitment to empowering and supporting the voluntary sector to coordinate and deliver services, for example through its involvement with Orkney Blide Trust as shown in [Case study 4 \(page 26\)](#).

**48.** As part of its review of community planning in 2009, partners tried to encourage community council representation in the CPP. This proved unsuccessful, primarily due to community councils focusing on their respective localities and there being no local umbrella body. Despite this, community representatives, other than elected members, are involved in planning and designing services. Examples include the following:

- The council and HIE worked intensively with islands to help produce community development plans. They also funded community development officers to help with community consultations and work with local groups to take forward specific projects featured within these community plans.
- The Healthy Communities Group has pupil representatives from each of Orkney's two high schools to represent young people's views in its work.
- Through community development trusts, public sector organisations help local people to develop and manage local facilities, for example wind turbines.

**49.** Although community councils are not represented in the CPP structure, the CPP places great value on consulting its communities in the planning and design of local services. The CPP has produced a community consultation and engagement guide. It encourages partners to coordinate the way they consult and engage with local communities to avoid any overlap and duplication. Individually, partners regularly ask local people's views and get them involved with their work. But the CPP needs to more effectively coordinate or oversee work in this area.

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## Case study 4

### Orkney Blide Trust

Orkney Blide Trust is a charity supported by CPP partners. Its manager chairs the Orkney Equality Forum thematic group and is a member of the PLG. The Blide Trust supports people with mental health problems, including those whose problems are linked to substance misuse. It does this by providing the following services:

- A daily drop-in centre, with a small cafe, internet access and a range of activities such as arts and crafts, photography and a book club. Members are encouraged to get involved in running the centre and develop confidence and skills, such as administration, catering or gardening.
- A range of social, leisure, cultural, educational and physical activity programmes coordinated by volunteers.
- Housing support to help people remain in their home, including practical help with daily activities such as budgeting, establishing a daily routine, shopping, socialising and getting out and about. There is also a befriending service to help people build their own social network.
- Support for people with a dual diagnosis of substance misuse and mental health problems. Support workers can provide up to seven hours of support a week for ten weeks.

The services the trust provides are funded from the council, NHS Orkney, the Tudor and Robertson Trust, Lloyds TSB Foundation for Scotland and the European Social Fund. Other partners provide support in kind, for example Orkney College provides creative writing activities. The trust actively works with around 120 individuals. Over the last three years, 14 people moved from being supported by the trust into mainstream employment.

Source: Orkney Blide Trust

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**50.** Community council representatives that we spoke to had mixed views on community consultation and engagement. Although they were often consulted on local issues, they seldom received feedback, and some queried whether their input influenced decisions. The CPP did not ask local communities to help develop its 2013–16 SOA, although it plans to engage them when developing and agreeing its proposed priorities. It will be important for the CPP to show how it has taken local views into account.

## **The Empowering Communities initiative has the potential to make a significant contribution towards sustaining Orkney's communities**

**51.** The council and HIE are currently piloting the Empowering Communities initiative, which aims to get island communities more involved in delivering a range of local services ([Case study 5, page 27](#)). The initiative currently focuses on a small number of council-provided services and is at a relatively early stage.

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## Case study 5

### Orkney's communities are being empowered to deliver local services

Feedback from public consultation sessions on Orkney Islands Council's budget pressures (*Tough Times Tough Choices*) in 2011 suggested that community councils should play a greater role in administering council services as an alternative to reducing the services being provided. In February 2012, the council approved £64,500 for a trial to devolve responsibility for delivering a range of council services to community councils. HIE also agreed to contribute £48,000 and two pilot projects have been established in the island communities of Papa Westray and Stronsay.

A feasibility study identified that some services could be delivered more efficiently and effectively if they were delivered locally. Services identified were:

- minor road, harbours and drainage repairs and maintenance
- maintain core paths and interpretation boards
- test electrical appliances and minor repairs
- waste recycling
- management of local facilities.

The Empowering Communities initiative started in 2013, with the aims of developing and assessing options to:

- develop ways to use resources more efficiently
- increase employment opportunities in island communities
- increase the skills of the island-based workforce
- increase sustainability and improve access to services by building local capacity to manage and deliver services.

The council and HIE will prepare annual progress reports over the three-year pilot period, beginning late 2014. If it is successful, the partners hope that other island communities can deliver services in the same way.

Note: *Tough Times Tough Choices* was the council's engagement exercise to find out which services were most valued by its residents. It included 20 public meetings, a blog, pages on the council's website, letters and emails. A total of 1,769 responses were received from members of the public.

Source: Orkney Islands Council

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**52.** Developing this initiative further could potentially provide a practical framework for the CPP to further empower communities to provide a broad range of local services. Given the significant contribution this could make to the CPP's proposed priority of 'sustainable communities', it will be important that the CPP builds on the success of the initiative, and uses the experience to identify what other services could be delivered by local communities.

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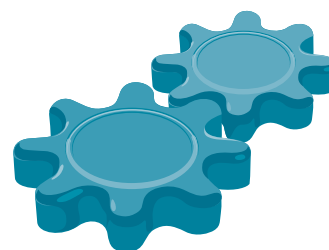
## Recommendations

### The CPP should:

- set out clearly how individual partners will use, share and align their resources to help deliver the CPP's proposed priorities and SOA outcomes
  - tell local communities how their contributions have influenced the CPP's decisions
  - maximise the success of the Empowering Communities initiative, to help maintain remote and fragile communities. It should also explore what other services could be devolved for delivery by local communities.
-

# Part 4

## How is Orkney performing?



### Key messages

- 1 The CPP's recent performance has been mixed, achieving just over half of its targets in 2012/13. Orkney's economic indicators show a positive trend, but other indicators relating to social sustainability and older people highlight the challenges faced by the CPP. There is scope for the CPP to make better use of information to demonstrate its impact and to report this more effectively to the public.

### The CPP's performance indicators are not always appropriate for measuring progress

53. CPPs aim to improve the lives of people in their communities. The Statement of Ambition puts CPPs at the centre of local public service reform and expects them to take the lead on improving outcomes and reducing inequalities in their communities. Realising improvement in outcomes in communities can take years, or even decades, for issues such as health or economic development. So measuring change in community outcomes, rather than outputs, is challenging. Outcomes are influenced by many factors, national and local, so there are major difficulties in attributing any changes to specific CPP activities.

54. Assessing the impact of Orkney's CPP is difficult. In some areas it is not clear whether the CPP's activities are having a positive impact as the indicators it monitors do not provide a clear or timely indication of progress. For example:

- Sustaining the population of the outer isles is a core value of the CPP. Currently it only measures progress using ten-year census counts. It is planning on revisiting possible measures to monitor population more effectively.
- The percentage of children in primary one who are overweight or obese exceeds the Scottish average. But the CPP monitors only the number of programmes targeting children and healthy weight rather than the proportion of children who are overweight.

55. In developing its 2013–16 SOA, the CPP amended the range of indicators it used to assess its impact on the basis of suitability and availability of relevant data. The CPP's development of three strategic priorities provides a good opportunity to review and agree the most relevant and meaningful outcome indicators to demonstrate progress.

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the CPP  
needs  
to better  
manage its  
performance  
in addressing  
local  
challenges

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**56.** Recent performance against SOA indicators has been variable. The SOA performance report for 2013/14 had not been published at the time of our audit. Therefore our assessment of performance is based on the CPP's 2012/13 annual report against its previous SOA for 2011–14.

**57.** The annual performance report for 2012/13 showed a mixed picture. The CPP met 48 of its 93 targets and failed to meet 39. For the remaining six, data was either not available or was no longer being collected. The report shows improved performance over time in eight outcome areas, no change in three and a decline in performance in four outcome areas ([Exhibit 7](#)).<sup>11</sup>

## Exhibit 7

### Performance against Orkney's SOA in 2012-13



Half of measures met targets



No change

	On average, did the majority of measures meet their targets?	On average, what was the performance trend for this outcome?
Orkney's economy	✓	↑
Employment	✗	↑
Research and training	✓	↑
Education	✓	↔
Early years	✓	↑
Health	◐	↔
Equalities	✗	↓
Improving life chances	✗	↔
Community safety	✓	↑
Orkney's infrastructure	✗	↑
Strengthening communities	✓	↓
Our environment	✓	↑
Our culture	◐	↑
Combating climate change	✗	↓
Working together	✗	↓

Source: 2012/13 SOA Annual Report, Orkney CPP

**58.** Although there are some instances where significant variations are highlighted in the narrative section of the report, the SOA performance report does not routinely explain why targets were missed or what remedial action will be taken. Since 2013, the CPP has amended targets in several areas. For example, it revised targets on employment downwards to reflect the challenging job market. Where previous targets had been achieved, for example cruise ship passengers, shellfish landings and breeding animals, it has set more ambitious targets.

**59.** During the audit we focused on two themes particularly relevant to Orkney:

- rural sustainability, with particular focus on economic development; and
- the health and wellbeing of its population, with a particular focus on Orkney's ageing population and alcohol use.<sup>12</sup>

**60.** We have assessed the CPP's performance against these themes below. Where appropriate, we have compared Orkney's performance relative to CPPs with similar geography and demography. In addition to the CPP's 2012/13 performance report, we have considered and drawn on data from other sources. These include the Office for National Statistics, National Records of Scotland, General Register Office for Scotland, Scottish Neighbourhood Survey and the Local Government Framework Benchmarking Dashboard.

### **Orkney's economic indicators generally show a positive trend**

**61.** Overall, Orkney's economic indicators show positive outcomes. In 2012/13, SOA targets were achieved for:

- the net stock of VAT and/or PAYE based enterprises
- the number of cruise ship passengers visiting Orkney
- landings of shellfish
- production of breeding animals.

**62.** The performance trend for these indicators over time has been positive. Private-sector house-building and the total number of tourist days fell short of their 2012/13 targets, but over time the performance trend for both indicators has been positive.

**63.** Proportionately, the rate of business start-ups in Orkney has been similar to comparable authorities ([Exhibit 8, page 32](#)) but has shown more variation over time. Since 2013, the CPP has changed the indicator it uses to reflect the number of business start-ups, to better reflect the direct impact of the CPP.

**64.** A higher percentage of adults of working age in Orkney are economically active compared with Scotland overall ([Exhibit 9, page 32](#)).

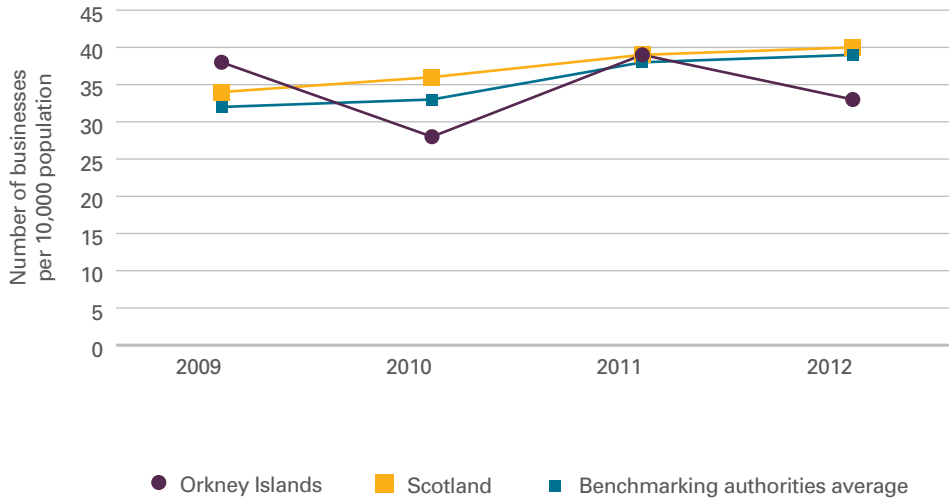
### **The CPP faces significant challenges in sustaining its communities**

**65.** The CPP wants to encourage and sustain its communities to enable them to thrive throughout its islands. This means dealing with issues such as population decline, poverty and access to services. For a community, and its economy, to

### Exhibit 8

#### Business start-ups 2009–12 per 10,000 adults

New business start-ups in Orkney have fluctuated in recent years when compared with the average across Scotland.



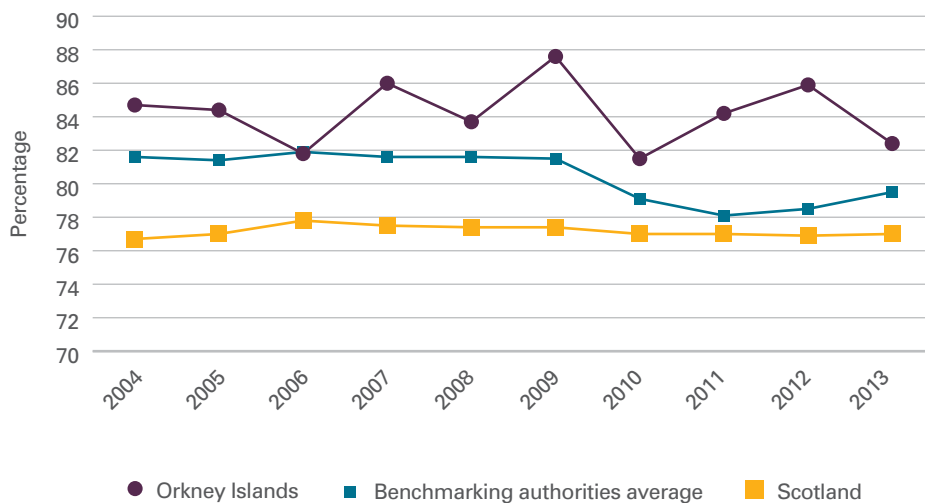
Note: Benchmarking authorities are: Aberdeenshire, Argyll and Bute, Dumfries and Galloway, Eilean Siar, Highland, Shetland and Scottish Borders.

Source: Office for National Statistics and General Register Office for Scotland

### Exhibit 9

#### Percentage of working age adults who are economically active

The proportion of working age adults in Orkney who are economically active has consistently been above both the Scottish average and the average of the comparator local authorities.



Note: People are economically active if they are in work or actively seeking employment.

Source: Office for National Statistics annual population survey



thrive in the longer term it needs a good mix of people of different age groups. The elderly dependency ratio measures the ratio of people aged over 65 to those of working age. Orkney's dependency ratio is the eighth highest in Scotland and more than five per cent above the Scottish average ([Exhibit 10](#)). The higher the proportion of people over 65, the greater the challenge for a smaller working population to support them.

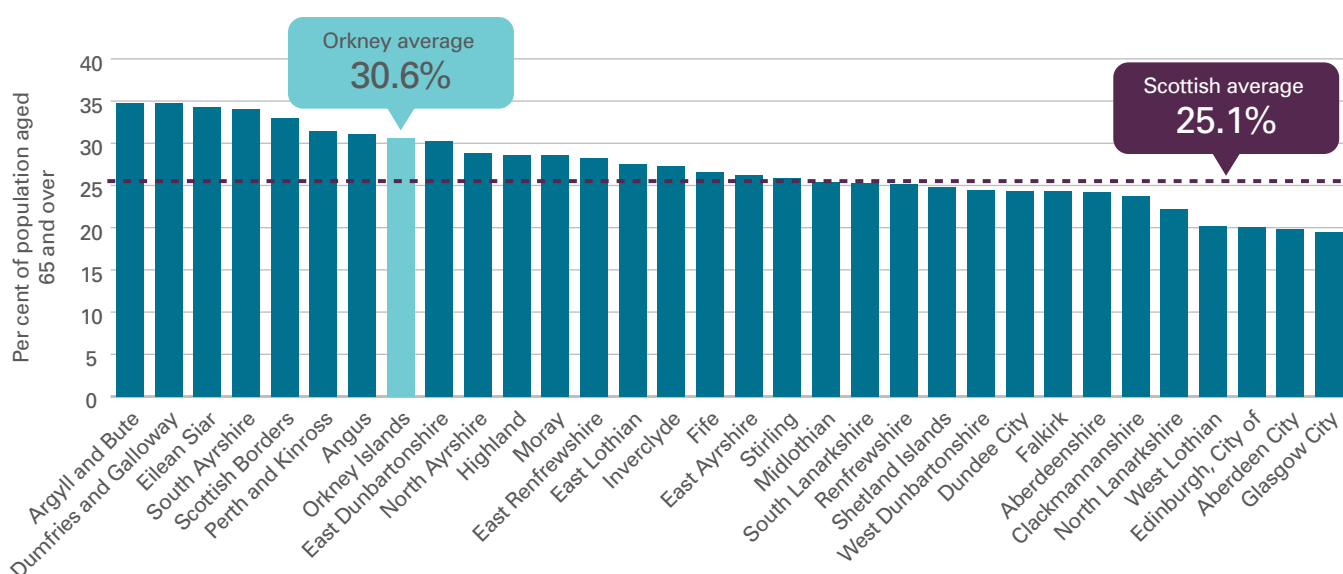
**66.** Population projections for Orkney predict an even greater elderly dependency ratio. Orkney CPP aims to respond to this through its proposed priority of 'positive ageing'. This reflects the CPP's view that elderly people do not necessarily need to be dependent on the younger population, and its desire to enable more older people to live independently.

**67.** Access to services is a highly significant factor in sustaining communities and Orkney's island geography makes this particularly problematic. Residents in 15 of Orkney's 27 SIMD data zones, or statistical areas, are among the most deprived in Scotland for geographic access to services. Physical access to services such as schools, doctors' surgeries and social care services will be difficult in small rural areas. Access to online services in Orkney can also be problematic given some areas' lack of broadband availability. The CPP has recognised this and is committed to helping people access services wherever they live.

**68.** Crime and the fear of crime both affect people's sense of belonging and community, and areas with low levels of crime are likely to be attractive places to live. Orkney has among the lowest levels of crime, particularly compared with Scotland overall ([Exhibit 11, page 34](#)).

## Exhibit 10

Orkney's elderly dependency ratio shows it faces a challenge to maintain a good mix of people of different age groups



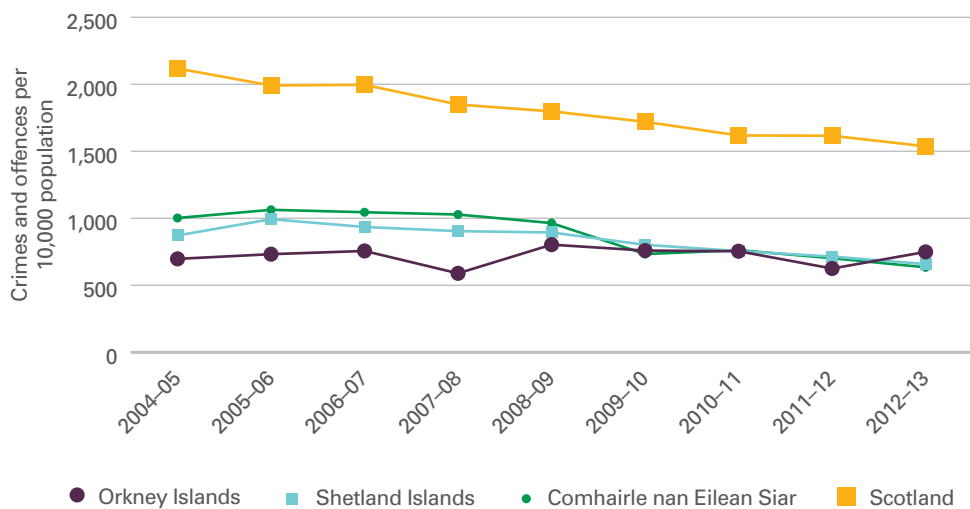
**69.** Volunteering is an important contributing factor to a sense of community. It can also provide a structured way of giving older people the opportunity to contribute to their communities while keeping active and being in contact with other people. The CPP recognises this and aims to promote volunteering opportunities for older people under its proposed positive ageing priority.

**70.** Forty-four per cent of adults in Orkney are volunteers. This is significantly above the national average of 30 per cent and broadly comparable to the other island authorities. Orkney set five challenging volunteer-related targets in 2012/13, but met only one of these, the target for the number of youth volunteers. The CPP amended its targets in 2013/14, to reflect changes in data collection methods and to be more realistic based on previous years' performance. Although not yet published, data for 2013–14 presents a more positive picture of volunteering.

**71.** One of the CPP's objectives in strengthening communities is to support agencies that focus on issues that can damage community wellbeing. As we highlighted earlier, partners acknowledge that alcohol misuse is an issue for Orkney. As shown in [Exhibit 12 \(page 35\)](#), among Scottish authorities Orkney has the highest proportion of patients being discharged from hospital for whom an alcohol-related diagnosis was a factor in their treatment. Its level is more than double the national average. Despite the range of activity in Orkney aimed at preventing alcohol misuse, the CPP missed its 2012/13 target by almost 50 per cent.

**72.** Looking in more detail, alcohol-related data shows a different pattern in Orkney from the rest of Scotland. In particular, fewer than half of all alcohol-related discharges from hospital are due to emergency admissions, compared with over 90 per cent across Scotland. This suggests that in Orkney alcohol-related hospital admissions are more likely to be individuals with established illness rather than intoxication. This highlights both the challenge and importance of preventing alcohol-related diseases in future generations.

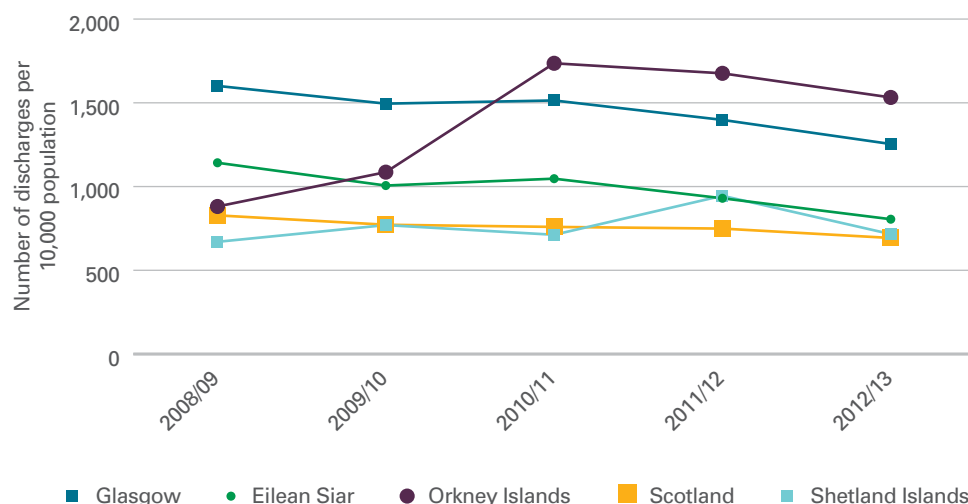
**Exhibit 11**  
**Total recorded crimes and offences per 10,000 people**  
 Orkney has among the lowest levels of crime in Scotland.



Source: Scottish Neighbourhood Statistics

## Exhibit 12

Number of hospital discharges with an alcohol-related diagnosis per 100,000 population (age standardised)



Source: Scottish Government

## Orkney residents have a long life expectancy, which has implications for demand on services

**73.** Life expectancy in Orkney for both men and women is consistently above the Scottish average. Noticeably in Orkney, life expectancy for men is lengthening compared to the Scottish average, and the gap between men and women has closed significantly ([Exhibit 13, page 36](#)). The CPP recognises that, as people live longer, it is important they are kept healthy and independent. This highlights the importance of strategies to achieve its proposed priority of positive ageing.

**74.** Orkney's Health and Care Partnership (OHAC) is committed to helping people live as independently at home for as long as possible. The CPP uses the Scottish Government's Change Fund to support a range of care-related projects:

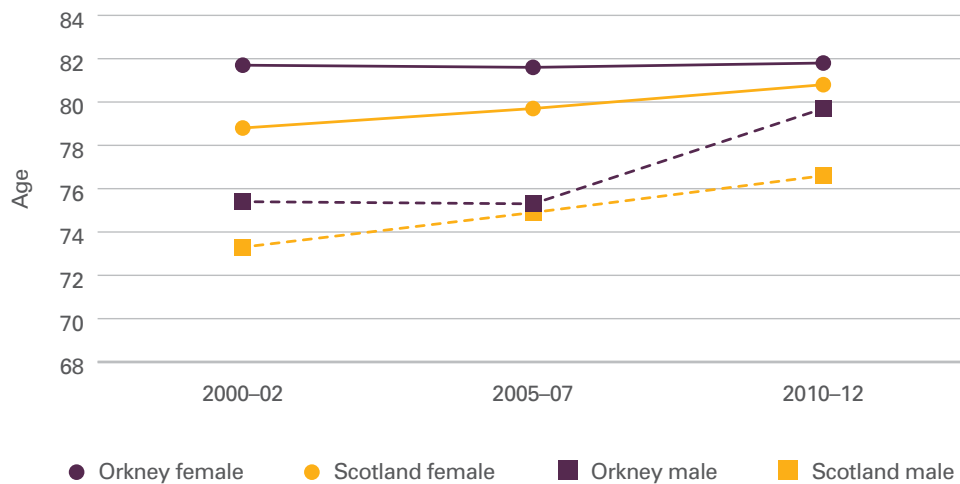
- a re-ablement service helping people re-learn skills, such as cooking and dressing, and increase confidence to live more independently
- a care and repair service that helps home-owners repair, improve and adapt their homes
- rapid response for minor adaptations and equipment, such as grab rails
- support for the Red Cross to provide step-down accommodation in Kirkwall to manage patients' transition from hospital to returning to live in rural and isolated locations.

**75.** One indicator of success in supporting people to live independently at home is the proportion of older people with intensive care needs who receive more than ten hours a week of homecare. We could not reliably assess performance

## Exhibit 13

### Life expectancy

Since 2000–02, life expectancy for men and women has risen in Orkney and across Scotland. Orkney has seen the greatest improvement for men.



Note: Results may vary from year to year particularly when based on small populations.

Source: General Register Office for Scotland

for this indicator over time due to inconsistencies in the way data has been recorded. The CPP has recognised this and plans to ensure future data will be recorded and monitored more consistently and comparable with other CPPs.

**76.** As might be expected in a rural area, a higher proportion of adults in Orkney have a full driving licence compared with the Scottish average (81 per cent compared with 68 per cent). The difference is even greater for those aged 65+ (75 per cent compared with 58 per cent). An aim of the CPP's positive ageing priority is to provide older people with affordable transport. The SOA shows that concessionary passengers using bus services exceeded the target by more than a quarter.

### The CPP needs to improve its public performance reporting

**77.** Performance reporting to the public is limited to the annual performance report. This is available on the CPP's website but is not easy to find. The CPP recognises it can improve public reporting. In 2014, the CPP revised its communications strategy but this makes no reference to how it will communicate performance to the public.

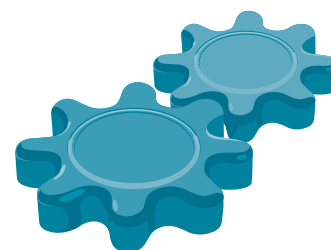
## Recommendations

- The CPP should decide the most appropriate measures to show progress against its three proposed priorities.
- The CPP should make its public performance reports easier for the public to find and clearly explain how its activities have contributed to improved outcomes.

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# Improvement agenda

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## Vision and strategic direction

- The CPP Steering Group urgently needs to: agree and communicate its priorities to partners and staff; clarify the specific outcomes it wants to achieve; and assign the resources needed to achieve these.
- The Steering Group needs to set a clearer strategy for dealing with issues such as joint resourcing and prevention, and to respond to local issues, such as the ageing population, alcohol misuse and obesity among children.
- All partners need to take collective ownership of developing the CPP's priorities and of shaping the Steering Group's agenda.

## Governance and accountability

- The CPP should review and amend its structure, to provide an effective framework for all partners to contribute to delivery of the CPP priorities, in proportion to their respective capacities.
- The Steering Group should provide stronger strategic leadership, direction and support to thematic groups. It should hold them to account for delivering their objectives by scrutinising performance more effectively. The CPP should also use performance reviews to identify lessons and share learning.
- The CPP should make better use of its self-evaluation activity and workshops by developing improvement plans that allocate responsibility and timescales for implementing improvements.

## Collaboration and use of resources

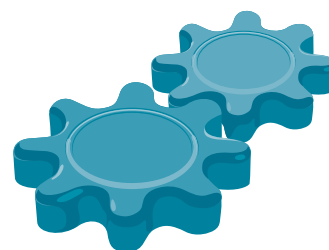
- The CPP should set out clearly how individual partners will use, share and align their resources to help deliver the CPP's proposed priorities and SOA outcomes.
- The CPP should tell local communities how their contributions have influenced the CPP's decisions.
- The CPP should maximise the success of the Empowering Communities initiative, to help maintain remote and fragile communities. It should also explore what other services could be devolved for delivery by local communities.

## **Performance and outcomes**

- The CPP should decide the most appropriate measures to show progress against its three proposed priorities.
- The CPP should make its public performance reports easier for the public to find and clearly explain how its activities have contributed to improved outcomes.

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# Endnotes



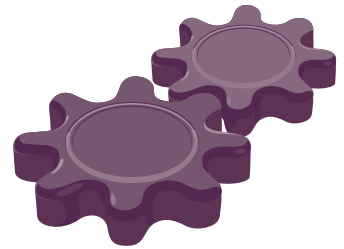
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- ◀ 1 Scotland's Census 2011.
  - ◀ 2 Commission on the Future Delivery of Public Services, June 2011.
  - ◀ 3 *Empowering Scotland's Island Communities*, June 2014.
  - ◀ 4 *Statement of Ambition for Community Planning*, Scottish Government and COSLA, March 2012.
  - ◀ 5 The Children's and Young People (Scotland) Act covers a wide range of children's services policy, including: children's rights; Getting It Right For Every Child programme; early learning and childcare; and looked-after children. The Bill received Royal Assent in March 2014.
  - ◀ 6 Orkney Local Development Plan (2014), Orkney Islands Council.
  - ◀ 7 At its board meeting in October 2014, NHS Orkney approved the establishment of a body corporate model for the future delivery of integrated health and social care services in Orkney.
  - ◀ 8 Orkney's Strategic Reserve Fund (also referred to as the 'Oil Fund') comprises revenue previously received from the Flotta oil terminal and in March 2013 was valued at around £198 million. The council owns and manages the fund, which is intended to support projects that provide benefits to the Orkney community as a whole, as well as managing the local impact of declining oil-related revenues on the local economy.
  - ◀ 9 *Services for children and young people in Orkney*, Care Inspectorate, 20 May 2013.
  - ◀ 10 *Services for children and young people in Orkney*, Care Inspectorate, 20 May 2013.
  - ◀ 11 The CPP's 2012/13 SOA Annual Report showed performance against its previous 2011–14 SOA. This contained 15 themes as opposed to the 16 in the 2013–16 SOA.
  - ◀ 12 Our audit themes were decided before the CPP identified its new proposed priorities.

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# Appendix

## Audit methodology

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The focus of our work was to assess the effectiveness of community planning in Orkney in making a difference to local communities. We did this by gathering and evaluating evidence to allow us to address the four main questions that this report is structured around. This included:

### Thematic and area reviews

- We conducted specific audit work under the themes of health and wellbeing (with a particular focus on Orkney's ageing population and alcohol use) and rural sustainability (with particular focus on the economic development of its rural communities). A representative from the Care Inspectorate took part in interviews to help us with our thematic reviews.
- Due to Orkney's small scale and the fact that it does not have localised community planning arrangements, we did not focus on specific localities beyond the sustainability of communities on the outer isles.

### Desk research

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

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

### Data analysis

We analysed performance data for a range of indicators in the Orkney Community Plan, incorporating Orkney's 2013–16 SOA, including the following sources:

- Local Government Benchmarking Framework
- National Records of Scotland
- NHS Scotland Information Services Division
- Nomis labour market statistics
- Office for National Statistics
- Scottish Household Survey



- Scottish Index of Multiple Deprivation
- Scottish Neighbourhood Statistics
- Scottish Public Health Observatory.

## **On-site fieldwork**

We observed a selection of community planning meetings and carried out interviews and focus groups with a range of community planning partners during May 2014 to explore how well partners are collaborating in practice. These included members of the Steering Group, the Partnership Liaison Group and thematic groups representing the following organisations:

- Blide Trust
- Employability Orkney
- Highlands and Islands Enterprise
- The Highlands and Islands Transport Partnership (HITRANS)
- Jobcentre Plus
- NHS Orkney
- Orkney Health and Care
- Orkney Housing Association Limited
- Orkney Islands Council
- Police Scotland
- Scottish Children's Reporter Administration
- Scottish Fire and Rescue Service
- Voluntary Action Orkney.

We also met with representatives from the following community councils and community development trusts:

- Holm Community Council
- Papa Westray Community Council
- Papa Westray Development Trust
- Rousay, Egilsay, Wyre and Gairsay Community Council
- Rousay, Egilsay and Wyre Development Trust
- South Ronaldsay and Burray Community Council
- Westray Development Trust.

# Orkney Community Planning Partnership

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

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