Are we Rallying Together?

‘Collaborative Commissioning’ seminar
18th March 2019
Criteria for projects

- Partnerships involving local government and the service responsibility of local government in some capacity
- Intending to deliver better impact/outcomes
- Working outside formalised contractual relationships (in the usual forms)
## Scope of the work

<table>
<thead>
<tr>
<th>Different models</th>
<th>The forms in which local public sector organisations and the voluntary sector are working collaboratively, both together and with local communities</th>
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<tbody>
<tr>
<td>Structures and governance</td>
<td>Understand the ways in which relationships are constituted to enable collaborative partnerships to carry significant responsibility</td>
</tr>
<tr>
<td>Key conditions and enablers</td>
<td>Understand the key conditions and enablers that underpin effective collaborative working</td>
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<tr>
<td>Systems of measurement and learning</td>
<td>Examine the approaches taken to systems of measurement and learning and how that enables effective accountability</td>
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<tr>
<td>Key challenges and barriers</td>
<td>Identify the key challenges and barriers to collaborative working</td>
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### Research Subjects

<table>
<thead>
<tr>
<th>Organisation</th>
<th>Learning call or Deep dive</th>
<th>Scope of collaborative working</th>
<th>Funding</th>
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</thead>
<tbody>
<tr>
<td>Oldham Council</td>
<td>Learning</td>
<td>Place based collaboration</td>
<td>None</td>
</tr>
<tr>
<td>Wigan Council</td>
<td>Learning</td>
<td>Place Based collaboration</td>
<td>None</td>
</tr>
<tr>
<td>Plymouth Council</td>
<td>Learning</td>
<td>Complex needs services alliance</td>
<td>Alliance contract</td>
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<tr>
<td>Kibble Education and Care Centre</td>
<td>Learning</td>
<td>Integrated childcare service provider</td>
<td>Service contracts</td>
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<tr>
<td>John Lyons Charity</td>
<td>Learning</td>
<td>Alliance of youth services providers</td>
<td>Grant funding and service contracts</td>
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<tr>
<td>Golden Key</td>
<td>Learning</td>
<td>Complex needs delivery grant funded programme</td>
<td>Grant funding</td>
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<tr>
<td>Somerset Richmond Group</td>
<td>Learning</td>
<td>Partnership between voluntary sector, local government and the local NHS</td>
<td>Grant funding and service contracts</td>
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<tr>
<td>Wirral Council</td>
<td>Deep Dive</td>
<td>Place Based collaboration</td>
<td>None</td>
</tr>
<tr>
<td>West London Zone</td>
<td>Deep Dive</td>
<td>Service contract supporting disadvantaged children</td>
<td>Grant funding, service contracts, social investment and donations.</td>
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<tr>
<td>Ignite Coventry</td>
<td>Deep Dive</td>
<td>Prove effectiveness of interventions to manage demand</td>
<td>Grant funding</td>
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</table>
Key drivers for collaborative working

- Share financial and delivery responsibility
- New models of partnership with civil society
- Focus on outcomes
- Better place to work

- Systemic working
- Access a wider pool of community assets
- Sharing knowhow and resources
- Intrinsic values

- Amplify resources directed at problems
- Prove the unique value of civil society
- Evidence-led
- Trust and empowerment

- Engaging citizens as partners in service
- Collaboration rather than competition
- Better place to work
- Intrinsic values
## Different models of collaboration

<table>
<thead>
<tr>
<th>Type</th>
<th>Examples</th>
<th>Partners</th>
<th>Characteristics</th>
</tr>
</thead>
<tbody>
<tr>
<td>Collaborative Councils</td>
<td>Wigan Council, Oldham Council, Wirral Council</td>
<td>Residents, local government, NHS, Police, Fire, Probation, Schools, local businesses, voluntary sector</td>
<td>These are programmes of change that seek to fundamentally change the role of public sector officers and officials to become collective leaders of place. They seek to improve outcomes for residents by working in a more systemic and efficient way.</td>
</tr>
<tr>
<td>System connectors</td>
<td>Somerset Richmond, West London Zone</td>
<td>Local government, NHS, Schools, voluntary sector, social investors, local donors</td>
<td>These are teams that operate as managers of networks with a shared purpose to deliver better outcomes to a specific set of people and challenges.</td>
</tr>
<tr>
<td>Agents of change</td>
<td>Ignite, Golden Key</td>
<td>Local government, Police, housing, voluntary sector</td>
<td>Teams that sit alongside, but are external to the organisations they are seeking to change. They are not consultants in the usual sense because they co-own a responsibility with the public sector partner through a shared grant.</td>
</tr>
<tr>
<td>Collaborative markets</td>
<td>Plymouth Council, John Lyons</td>
<td>Local government, voluntary sector</td>
<td>Service contracts where the parties work collaboratively rather than using the normal procurement and contract management practice.</td>
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</table>
How do we ingrain collaborative working?

- **Leadership**: Moving from a hierarchical approach to managing relationships to a facilitative one.
- **Culture**: Commitment to the aims, vision and purpose of the collaboration.
- **Infrastructure**: The practicalities of collaborative working: an operational infrastructure, data capturing & information sharing.
- **Communities**: Community as a partner in public service delivery.
How do we ingrain collaborative working? - Collaborative Leadership

Means going from “being a direct manager of something to being the one who trusts someone else to manage it on our behalf”, Fiona Johnstone, Wirral Council.

**Key features**
- Being comfortable with a loss of direct control & an appetite for risk and innovation

**Key strategies**
- Building trusting relationships with and between partners
- Creating a compelling vision – a ‘northstar’ – guiding the work of the collaboration
- Creating a safe environment for experimentation and learning
How do we ingrain collaborative working? - Collaborative Culture

Key features
• Commitment to the collaborations’ aims & processes
• An empowered workforce who shares & implements the collaborative objectives

Key strategies
• ‘Taking off the badge’: Putting collective interest above the organisational
• Group agreement on a shared path
• Providing space for innovation
How do we ingrain collaborative working? – Collaborative Infrastructure

Key feature
• A different approach to data collection: Bottom-up, place-based and including qualitative insights. The Community forming a key data source.

Key strategies
• Place-based measurement system
• Ethnographic research
• Community conversations
How do we ingrain collaborative working? - Collaborative Communities

Focus on empowering citizen to self-help and self-organise to increase community engagement

Key features
• The frontline staff as a facilitator
• A ‘nurturing culture’
• An infrastructure for community engagement

Key strategies
• From needs-based to strengths-based conversations
• Transferring decision-making power & trusting the community
• Asset Transfers, Community Investment Funds, Peer support networks
Collaborative Communities: Is there a flipside to the approach?

- How will the demand of an increased citizen engagement in public service delivery affect the relationship between citizens and the public sector?

- Is there sufficient participative capacity in the local community for a sustainable community engagement?

- How will the public sector ensure fair and equal access to services and goods when transferring assets to community organisations?
Demonstrating Success & Ensuring Accountability

Traditional Measurement: Performance Measurement & Performance Management

• Results-oriented reforms are predominant but difficult to evaluate
• Link between performance management and improved performance is unclear
• Has prompted debate on what the right "results", "measures" and "outcomes" are

Performance Measurement
Systematically tracking inputs, activities and outputs
Recording metrics (number, duration etc)
Can occur independently

Performance Management
Measurement systems tied to targets and rewards or sanctions
Requires good performance measurement
Need to get measurement "right"
Demonstrating Success & Ensuring Accountability

How is “measurement” changing?

• Move away from hierarchy in measurement to an equal relationship between partner organisations
• Resistance to traditional quantitative measurement contentious, countercultural and counterproductive
• Change in discourse around measurement “bottom up”, “defining success”, “learning”, “feedback”
• Important to have a human connection with information & build a narrative Anecdotal evidence, “stories” about service user journeys, quantitative proxies
Why is demonstrating success in collaborations difficult?

- Multiple reporting lines and formats
- Piloting, testing and refinement
- Commercial sensitivity of disclosing learning
- Hard to quantify
- Attribution of outcomes to interventions or organisations is tricky
- Creaming and parking
- Impact takes time
Approaches to demonstrating success in collaborations

**West London Zone: Data Driven**
- Outcomes in 4 main areas
- Mix of quantitative and qualitative insights

**Golden Key: Proxy Measures**
- "Systems health" indicators
- Staff wellbeing predicts client outcomes

**Ignite: Experimental Approach**
- High level objectives
- Success = understanding how change is achieved + conditions needed
## Demonstrating Success & Ensuring Accountability

### Example of Demonstrating Success in Collaborations: West London Zone

#### Outcomes Framework

<table>
<thead>
<tr>
<th>Primary school</th>
<th>Secondary school</th>
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<tbody>
<tr>
<td><strong>End of Two Year Programme</strong></td>
<td><strong>End of Two Year Programme</strong></td>
</tr>
<tr>
<td><strong>End of primary school</strong></td>
<td><strong>End of secondary school</strong></td>
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**Emotional and mental wellbeing**

- 'I feel good about myself'
- Strengths and Difficulties Questionnaire (SDQ)
- SDQ; Warwick Edinburgh Mental Wellbeing Scale

**Positive relationships**

- 'I get on fine with others'
- SDQ peer relationship sub-scale
- SDQ peer relationship sub-scale; Communities That Care

**Confidence and aspiration**

- 'I am confident and want to do well'
- School attendance; SDQ emotional sub-scale; WLZ measure based on Brofenbrenner
- School attendance; SDQ emotional sub-scale; Link Worker or teacher assessment re. confident for transition
- School attendance; Communities That Care
- School attendance; Link Worker and teacher progression planning survey for KS5

**Progress at school**

- 'I have progressed well at school'
- On track to meet age-related expectations by the end of primary school
- KS2 results 'expected standard' in Reading, Writing and Maths
- On track to achieve age-related expectations by the end of secondary school
- Level 4 GCSE in English and Maths; enrolled in full-time Education, Employment or Training
### Demonstration Success & Ensuring Accountability

#### Ensuring Learning in the Collaborative Process

<table>
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<tr>
<th>How can we improve what we do?</th>
<th>How can we leave a legacy?</th>
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<tbody>
<tr>
<td>• Building a thorough understanding of service needs e.g. ethnographic enquiry, “walking the journey together”</td>
<td>• Building local skills and building evidence base</td>
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<tr>
<td>• Overarching vision &gt; targets and sanctions</td>
<td>• Sustaining programmes and new ways of working</td>
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<tr>
<td>• Shifting incentives from intimidation to inspiration</td>
<td>• Ensuring harmony between collaboration and wider system</td>
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<th>How can we improve trust between stakeholders?</th>
<th>What can we do differently?</th>
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<tr>
<td>• Building a shared perspective on client needs</td>
<td>• Willingness to talk about failures</td>
</tr>
<tr>
<td>• Going through a process of discovery together &amp; collective decisions</td>
<td>• Learning from missteps and avoiding “reinventing the wheel”</td>
</tr>
<tr>
<td>• Disrupting existing practices</td>
<td>• E.g. “Green &amp; red light behaviours” in Golden Key</td>
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How does accountability work in collaborations?

When government cedes control of a service, accountability pathways may become blurred. However, dispersed governance provides opportunities for more checks and balances, citizen involvement, and localised solutions.

- Overlap between external and internal accountability
- Responsibility to the local authority for fulfilling statutory duties as per “best value duty.” e.g. annual and quarterly reporting
- Funding sources affect definition of reporting requirements: grants vs market/outcomes based
- Legitimacy through openness and transparency e.g. Oldham Plan: “You said we did”
- Ultimate accountability rests on improving outcomes for service users. E.g. Lived Experiences Team in Golden Key
Questions from our work

• The case for better value and impact
• Resilient relationships
• Governance without hierarchy
• Feedback and learning
• Citizens as partners