



GOVERNMENT
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LAB

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



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

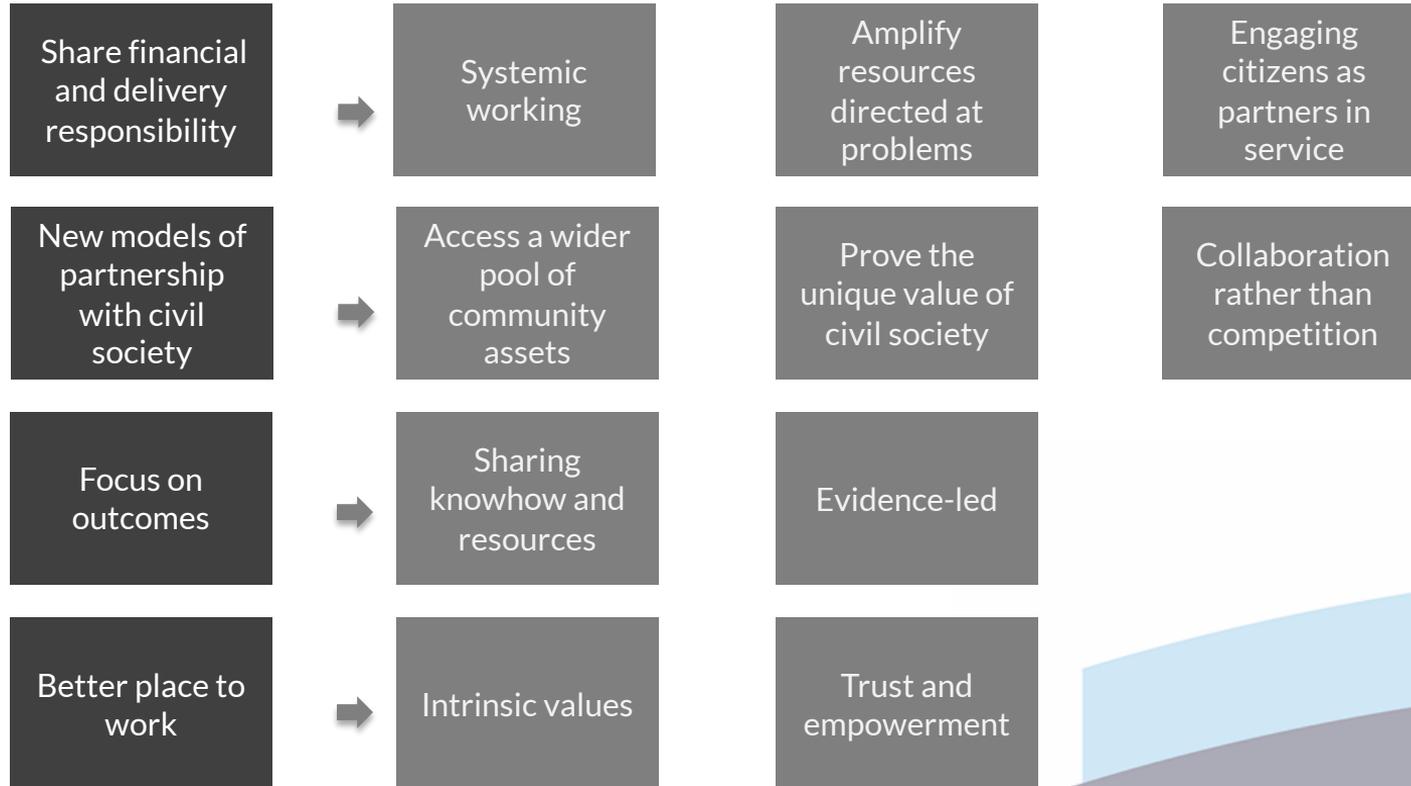
Research Subjects



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

Key drivers for collaborative working



Different models of collaboration

Type	Examples	Partners	Characteristics
Collaborative Councils	Wigan Council, Oldham Council, Wirral Council	Residents, local government, NHS, Police, Fire, Probation, Schools, local businesses, voluntary sector	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.
System connectors	Somerset Richmond, West London Zone	Local government, NHS, Schools, voluntary sector, social investors, local donors.	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.
Agents of change	Ignite, Golden Key	Local government, Police, housing, voluntary sector	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.
Collaborative markets	Plymouth Council, John Lyons	Local government, voluntary sector	Service contracts where the parties work collaboratively rather than using the normal procurement and contract management practice.

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



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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?

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"

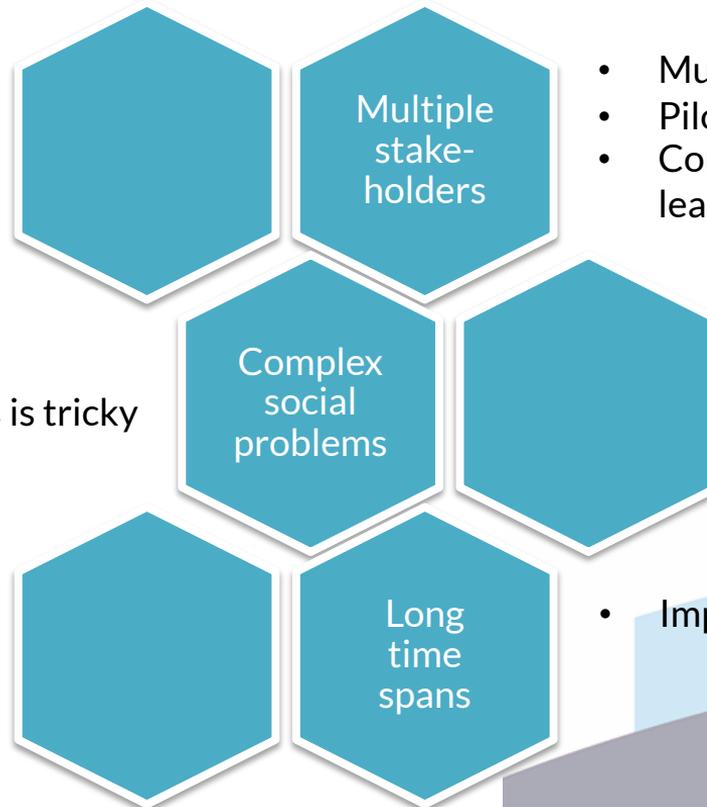
Traditional Measurement: Performance Measurement & Performance Management

- 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

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

Demonstrating Success & Ensuring Accountability

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

		Emotional and mental wellbeing	Positive relationships	Confidence and aspiration	Progress at school
		<i>'I feel good about myself'</i>	<i>'I get on fine with others'</i>	<i>'I am confident and want to do well'</i>	<i>'I have progressed well at school'</i>
Primary school	End of Two Year Programme	Strengths and Difficulties Questionnaire (SDQ)	SDQ peer relationship sub-scale	School attendance; SDQ emotional sub-scale; WLZ measure based on Brofenbrenner	On track to meet age-related expectations by the end of primary school
	End of primary school			School attendance; SDQ emotional sub-scale; Link Worker or teacher assessment re. confident for transition	KS2 results 'expected standard' in Reading, Writing and Maths
Secondary school	End of Two Year Programme	SDQ; Warwick Edinburgh Mental Wellbeing Scale	SDQ peer relationship sub-scale; Communities That Care	School attendance; Communities That Care	On track to achieve age-related expectations by the end of secondary school
	End of secondary school			School attendance; Link Worker and teacher progression planning survey for KS5	Level 4 GCSE in English and Maths; enrolled in full-time Education, Employment or Training

Demonstrating Success & Ensuring Accountability



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Ensuring Learning in the Collaborative Process

How can we improve what we do?

- Building a thorough understanding of service needs e.g. ethnographic enquiry, “walking the journey together”
- Overarching vision > targets and sanctions
- Shifting incentives from intimidation to inspiration

How can we leave a legacy?

- Building local skills and building evidence base
- Sustaining programmes and new ways of working
- Ensuring harmony between collaboration and wider system

How can we improve trust between stakeholders?

- Building a shared perspective on client needs
- Going through a process of discovery together & collective decisions
- Disrupting existing practices
- E.g. “Green & red light behaviours” in Golden Key

What can we do differently?

- Willingness to talk about failures
- Learning from missteps and avoiding “reinventing the wheel”

Demonstrating Success & Ensuring Accountability



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