Escola Nacional de Administracão Pública

PERFORMANCE MANAGEMENT

Prof. Tony Bovaird

September 2018

About Governance International

- A non-profit organisation working with public organisations and communities internationally to improve citizen outcomes since 2002

- Training, facilitation and tools based on the Co-Production Star toolkit since 2012

- Provides 90+ international public governance case studies, now featured on the OECD Observatory Public Sector Innovation website.

- Provider of evidence-based research and projects on public governance, performance management and strategy in the UK and internationally

- Co-ordinator of the West Midlands Co-Production Network with more than 250 members
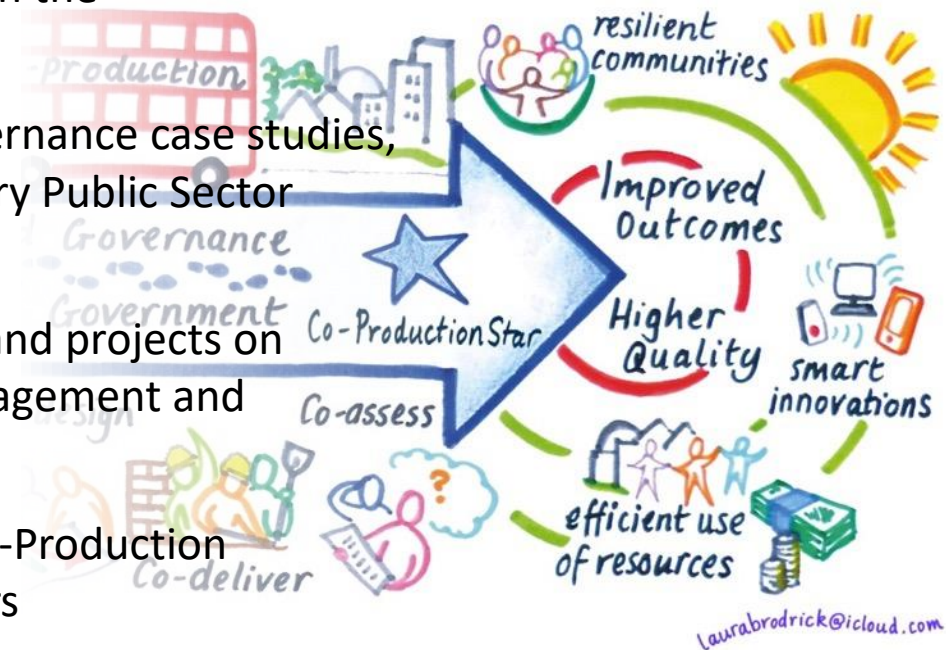
Topics

1. **Fundamental principle of performance management – some silver rules**

2. **Mapping pathways to results and outcomes**

3. **Performance management as evaluation**

4. **Performance management in partnerships and networks**

5. **Performance management in user and community co-production**

Aims

- **This course will explore current thinking on the strengths and limitation of performance management in the public sector …**

- **… highlighting how it has the potential to improve outcomes and efficiency**

- **… but also how it can damage performance when poorly designed or implemented.**

I. Fundamental principles of performance management – some silver rules

Tony Bovaird

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Ice Breaker

Discuss in twos and threes

What is your definition of 'performance'?

Given your definition, how would you measure the performance of your children?

What is 'performance'?

- The traditional answer for 40 years has been the 'results chain' in the policy and management cycle (Bouckaert and van Dooren, 2016)
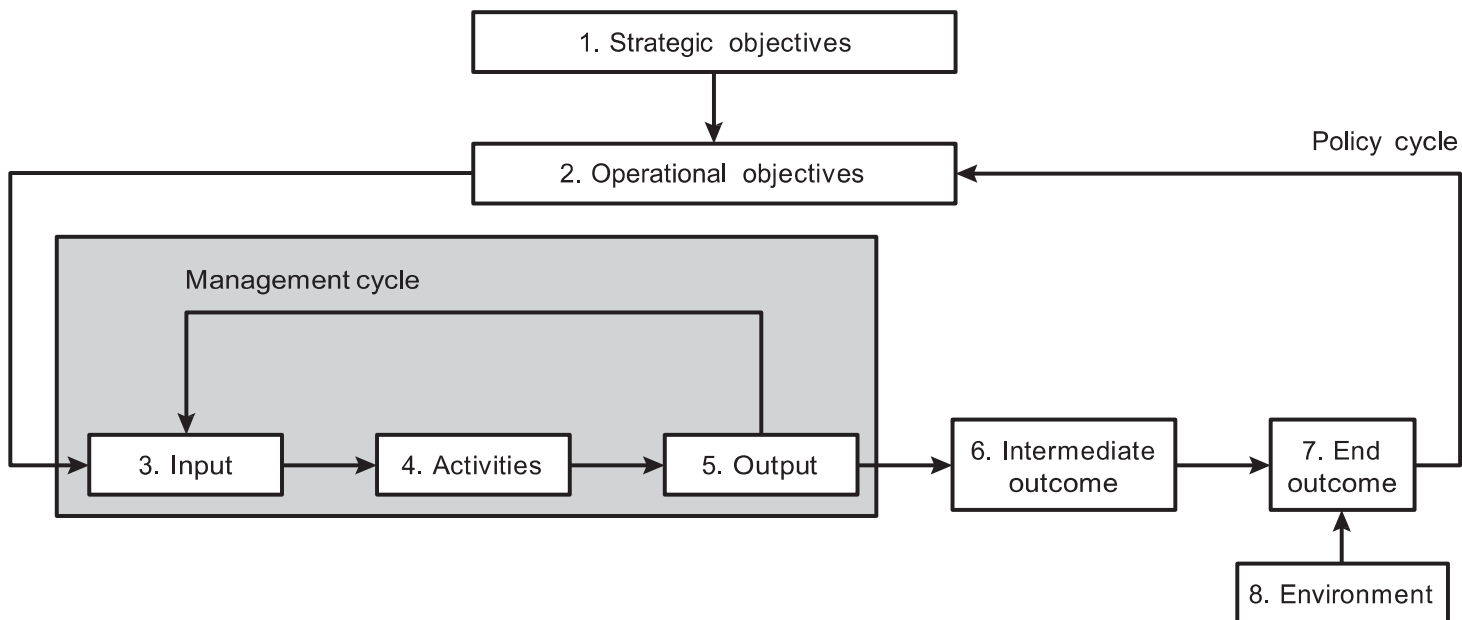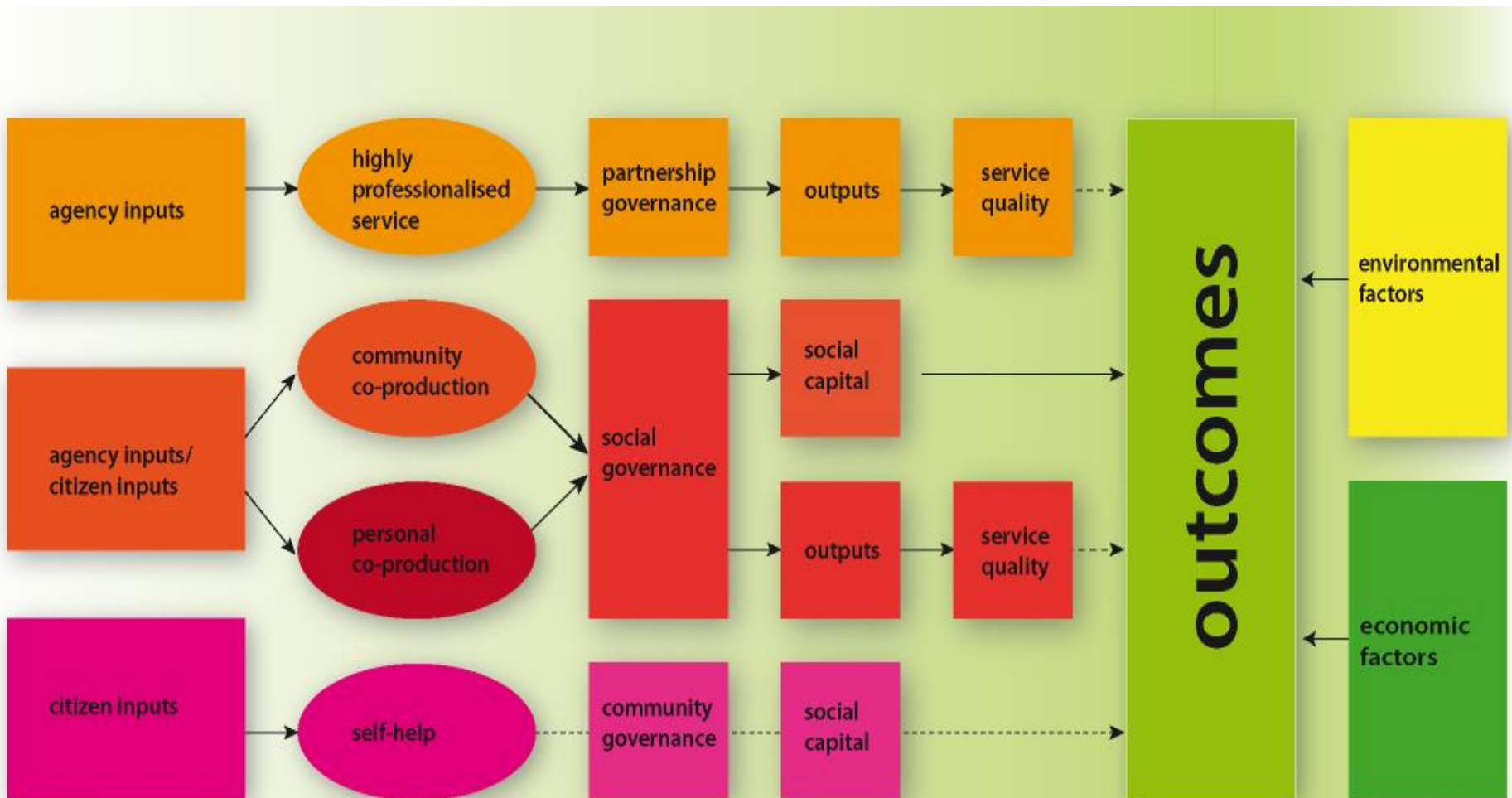

Figure 11.1 The policy and management cycle

Some silver rules of performance management …

- ➢ **Relate PIs to outcomes and high level objectives**, unless …
- ➢ **Be clear about purposes**
- ➢ **Use targets – but only AFTER setting the underlying objectives**
- ➢ **PI portfolios must be balanced - covering PIs for economy, efficiency, effectiveness, outcomes, equity and quality**
- ➢ **Assess quality of governance as well as quality of service**
- ➢ **Organise performance management – but be proportionate**
- ➢ **EVERYONE is measuring performance – but reluctant to report it**
- ➢ **What is routinely reported is routinely ignored**
- ➢ **Self-assessment is normally better (but requires audit)**
- ➢ **Agree, don't impose (unless …)**
- ➢ **Performance management is more important for priority activities**
- ➢ **Make comparisons over time and between departments and agencies**
- ➢ **"Short, sharp, snappy"**

Definitions

- **Outcomes** - the actual or intended benefit of a service for the lives of individuals, communities and citizens (including equality outcomes)
- **Intermediate outcomes** - achievements which are important to the service user or service provider and which are likely to improve end outcomes eventually
- **Outputs** - the services that are produced (What services? When? Where?)
- **Activities** - the actions used to produce services (How will we deliver these services?)
- **Processes** - the sub-systems used to produce services
- **Inputs** - the resources used to produce services (What staff, finances and other resources, e.g. citizen inputs, do we need to deliver these services?)
- **Efficiency** – the ratio of outputs to inputs (or costs)
- **Effectiveness** – the ratio of outcomes to inputs (or costs)
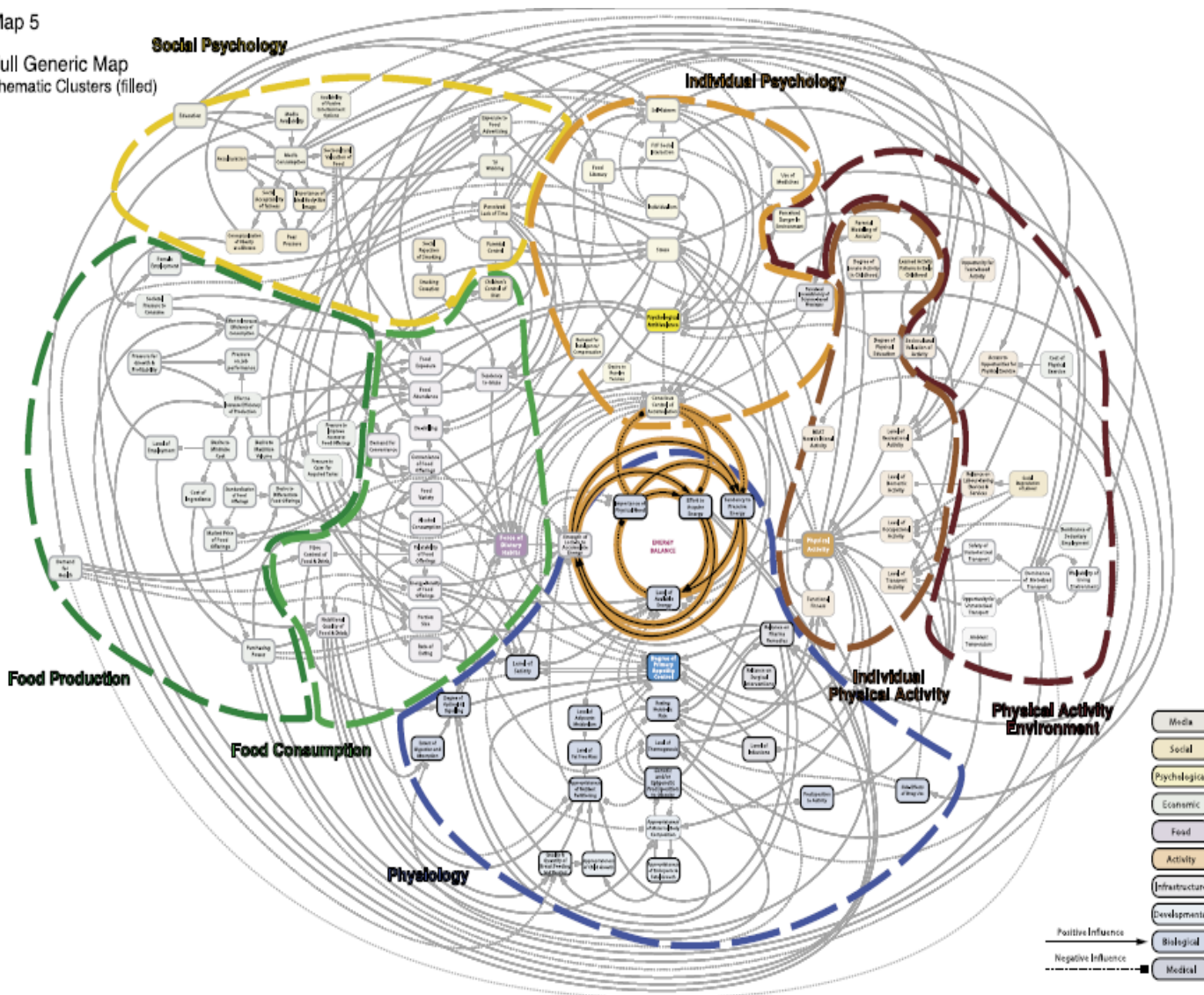
Group exercise

- What is the priority of your service at the moment? Is it to:

  - Increase efficiency?

  - Increase effectiveness?

  - Decrease costs, whatever the effect on efficiency?

  - Decrease costs, whatever the effect on effectiveness?

Some 'silver rules' of performance management …

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Purposes of performance management

➤ **Control (e.g. through inspection and sanctions)**

➤ **Strategic direction, 'shaping', 'steering'**

➤ **Hands-off empowerment**

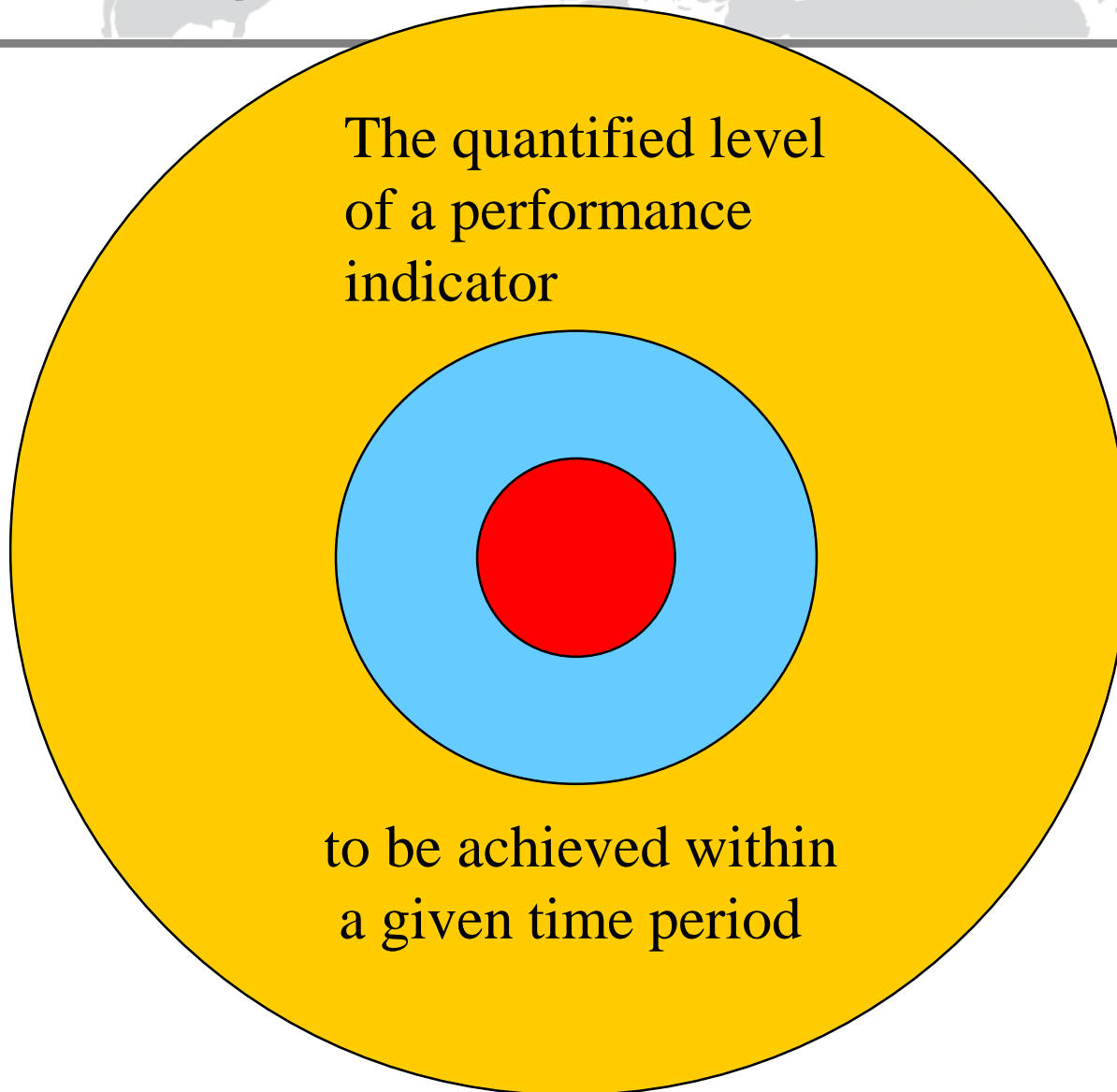➤ **Learning and continuous improvement**

Group exercise

- **Give examples from your experience of each of these four purposes for performance management:**
  - ➢ Control (e.g. through inspection and sanctions)
  - ➢ Strategic direction, 'shaping', 'steering'
  - ➢ Hands-off empowerment
  - ➢ Learning and continuous improvement

- **Which of these has been most common in your organisation?**

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The quantified level of a performance indicator

to be achieved within a given time period

Definitions in performance management

- **Objectives (aims, goals):**
  - **general aspirations**

- **Performance Indicators (Measures):**
  - **variables which tell us how close we have come to reaching our objectives**

- **Targets**
  - **a specific value of a PI to be reached by a specific date**

Balancing outcomes, PIs and targets

- **Outcomes, PIs and targets are all dangerous if used in isolation …**
- **Focus on outcomes only can raise expectations and lose sight of what the provider can actually deliver**
- **Focus on targets only makes it difficult for deliverers to know what to trade off when not all targets can be met**
- **… so these concepts are most powerful when used together**
- **Priorities should spring from the OUTCOMES, not from the TARGETS!**

Targets may distort performance reporting …

- **Managers are likely to seek to report favourable achievement of targets …**

- **… so they are likely to distort their measurement systems and reporting approach so that their performance appears favourable …**

- **… and they are likely to pay attention ONLY to the activities which impact favourably upon the targets – so any achievements which are NOT covered by the targets may be ignored, even though they are actually important to the long-term success of the organisation**

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Short exercise on quality

Discuss in twos and threes

What is your definition of 'quality'?

Given your definition, how would you measure the quality of your friendship with your best friend?

Definition Of 'Quality'

- *'Conformance to specification'* - engineering and contract law

- *'Fitness for purpose'* - systems analysis

- *'Meeting or exceeding customer expectations'* - consumer psychology

- *'Bringing about a passionate emotional involvement between the customer and the service'* - social psychology

"You can't inspect quality into a service"

- **Need to distinguish diagnosis of the quality problem, forecasting of future trend of the problem, design and choice of intervention, and method of implementation?**

- **Performance management plays different roles at these different stages**

Love does not need to be explained

- "Love is probably the only thing in the world that does not need to be explained and whose reasons need not be discovered".

- Sheikh Ahmed Naruddin in Meša Selimović (1966), *Death and the Dervish*. 1996 edition. Evanston, IL: Northwestern University Press (p. 310).

Measuring and testing love

- Perhaps all the questions we ask of love, to measure, test, probe and save it, have the additional effect of cutting it short.

- Milan Kundera (1985), *The Unbearable Lightness of Being*. London: Faber and Faber (p. 297).

Who knows about quality?

	Quality is **privately** experienced	Quality is **socially** experienced
Quality is **simple** to specify	**Users** know about quality	**Politicians** know about quality (together with VOs)
Quality is **complex** to specify	**Professionals** know about quality (together with users)	**No one group** knows about quality - p**oliticians** must decide

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Governance Test: Perception of different groups of current quality of life and state of public governance on Carrick Housing estates

	1		2		3		4		5	
Quality of Life Issues										
Liveable Environment: quality of housing	Carrick Housing Staff	☺	Board members	☺	Voluntary groups	☺	Carrick District officers	☺	Public officials	☺
Liveable Environment: quality of housing services	Carrick Housing Staff	☺	Board members	☺	Voluntary groups	☺	Carrick District officers	☺	Public officials	☺
Liveable Environment: quality of surroundings	Carrick Housing Staff	😐	Board members	😐	Voluntary groups	😐	Carrick District officers	😐	Public officials	😐
Community safety	Young families	😐	Media	☺						
Health, social well-being and disability issues	Disab. Tenants	😐	Board members	😐						
Education and Training	Young People	😐	Business	😐						
Governance Principles										
Transparency	Young families	☺	Board members	☺	Media	😐				
Partnership working	Carrick Housing staff	😐	Board members	😐	Public officials	😐	Voluntary groups	😐		
Sustainability	Carrick District officers	☺	Young people	☹						
Honest and fair behaviour	Disab. Tenants	😐	Private contractors	😐	Business	😐				

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Develop and implement a Performance Measurement and Management System

- ➢ **With strategic focus**

- ➢ **Mobilizing appropriate resources**

- ➢ **For 'joined-up services' inside the organisations and in partnerships**

- ➢ **Embracing and embedding innovation**

- ➢ **Proportionate to the likely gains**

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Prioritise your performance management efforts

- **"In trying to do too much, nothing is done well"**

- **US government on lessons from GPRA (1993):**
    "Unfortunately, the implementation of this law has fallen far short of its authors' hopes. Agency plans are plagued by performance measures that are meaningless, vague, too numerous, and often compiled by people who have no direct connection with budget decisions. Today [2004], agencies produce over 13,000 pages of performance plans every year that are largely ignored in the budget process"

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Discussion

- **Which of these 'silver rules' has implications for the way you currently do performance management in your organisation?**

- **Which of these 'silver rules' can we ignore, at least for the moment (e.g. because we disagree with them or their implications are not important for us)?**

Conclusions

- ➢ **You will not perform well by simply following any single manual, code of practice, guru, mentor, auditor's handbook or fasting regime**

- ➢ **Performance is a creative art, as well as a science and a craft – it is essential to celebrate this**

- ➢ **SO for good performance, you need to look, listen, challenge, innovate, learn …**
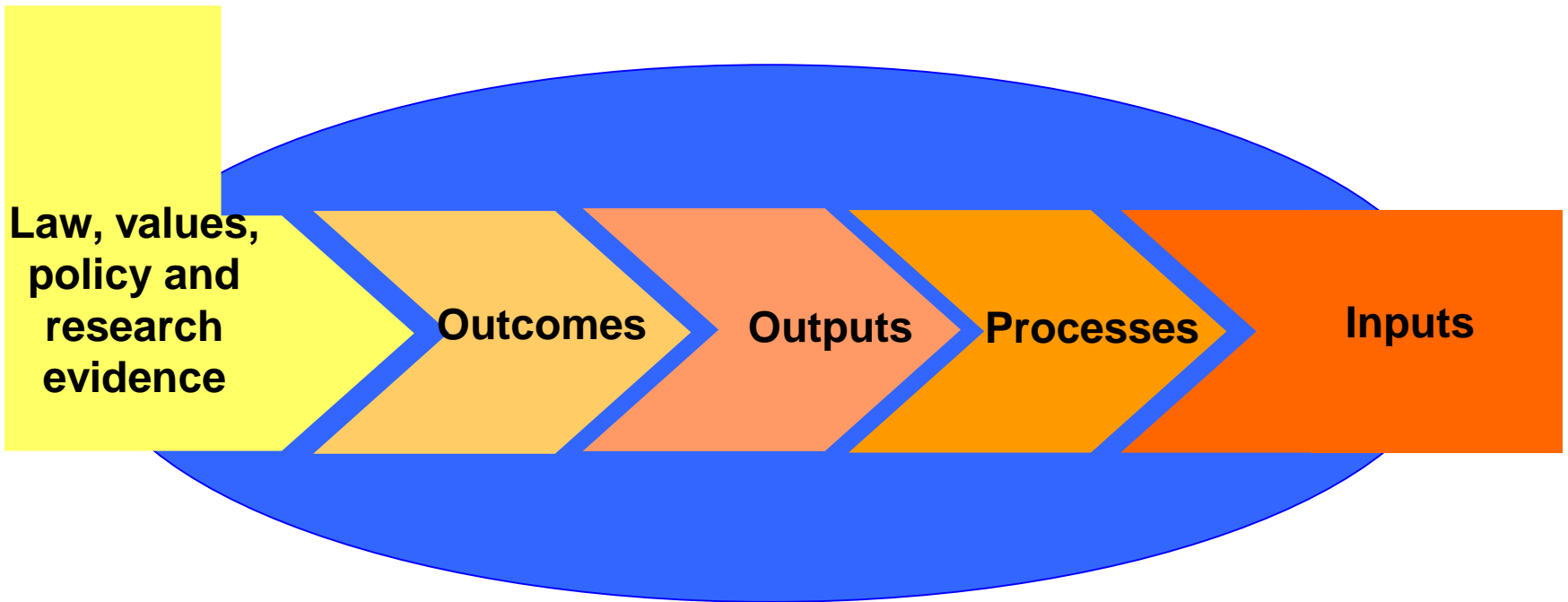
  … in a systematic way

II. Mapping pathways to results and outcomes

Tony Bovaird

September 2018

Defining public service outcomes

WHAT IS AN OUTCOME?
(with apologies to Superman)

❑ Is it a task?

❑ Is it a process?

❑ Is it a service?

❑ No – it's a benefit!

… Or, if the service doesn't work, a disbenefit!

… and all services have costs - negative outcomes!

- what brings value to the stakeholder?
- what brings satisfaction to the stakeholder?
- what the stakeholder is willing to pay for (in terms of time, money, discomfort, etc)?

IT IS NOT:
> THE PRICE OF THE SERVICE
> THE COST OF THE INPUTS
> THE QUALITY OF THE SERVICE AS JUDGED BY OTHER
> > PROFESSIONAL PROVIDERS

PUBLIC VALUE INCLUDES:
- **INDIVIDUAL USER VALUE**
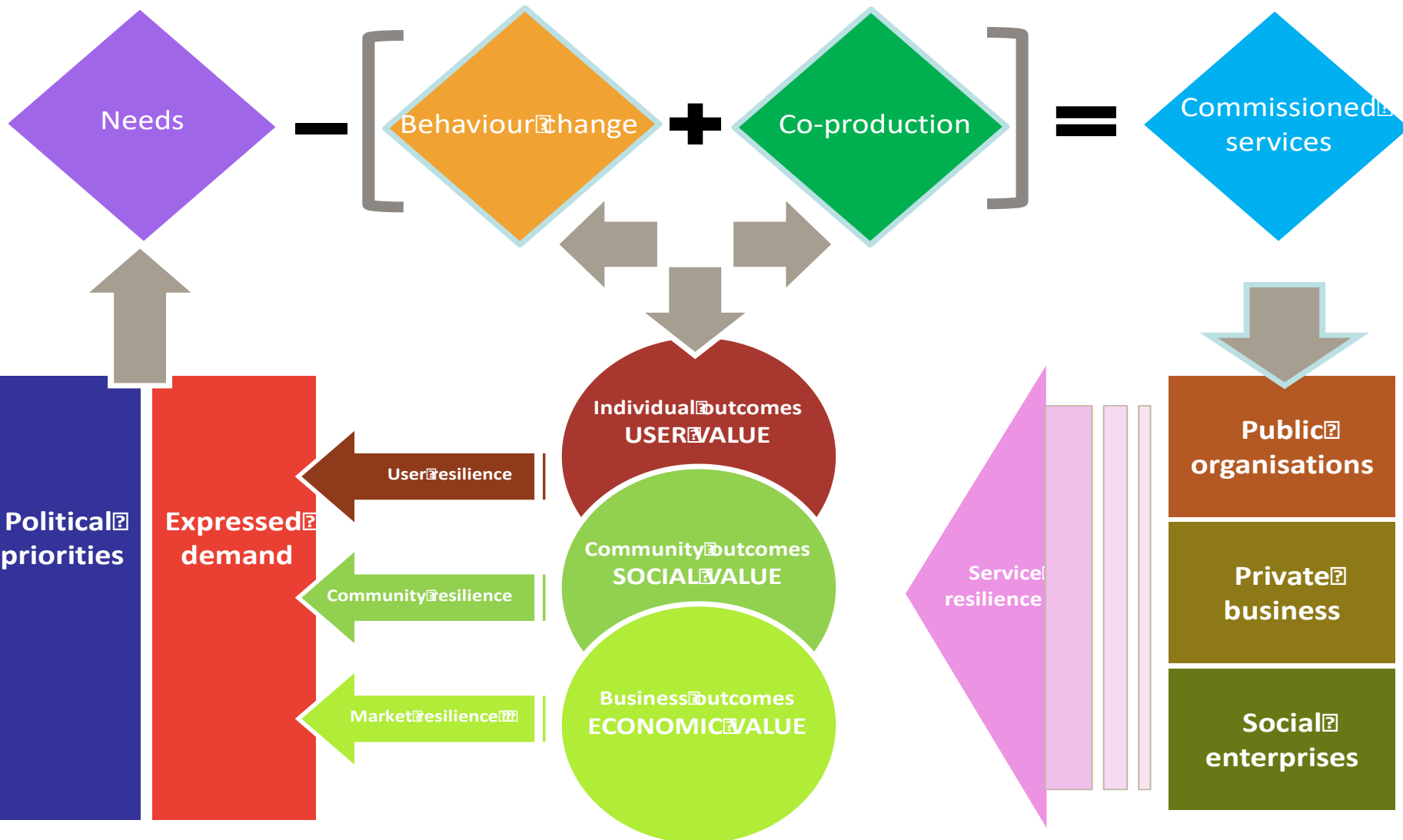- **COMMUNITY VALUE**
- **ECONOMIC VALUE (TO BUSINESSES)**

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Achieving citizens outcomes

More recently, attention has moved to public value

Public Governance Principles

Needs **−** [Behaviour change **+** Co-production] **=** Commissioned services

Political priorities

Expressed demand

User resilience

Community resilience

Market resilience

Individual outcomes
USER VALUE

Community outcomes
SOCIAL VALUE

Business outcomes
ECONOMIC VALUE

Service resilience

Public organisations

Private business

Social enterprises

A question for you:
What do people with visual impairment need most?

Scientific study on the needs of people with visual impairments

What public managers and staff think people with visual impairments need:

1) **More information about public services (64%)**

2) **More information about specific support (54%)**

3) Get to know people and make friends (36%)

4) To talk with someone about personal issues (18%)

What people with visual impairments really want:

1) **Get to know people and make friends (91%)**

2) **To talk with someone about personal issues (62%)**

3) More information about public services (53%)

4) More information about specific support (47%)

Source: Martin Willis and Eileen Dunstan, University of Birmingham, 2009

An outcomes-based approach to playing golf well?
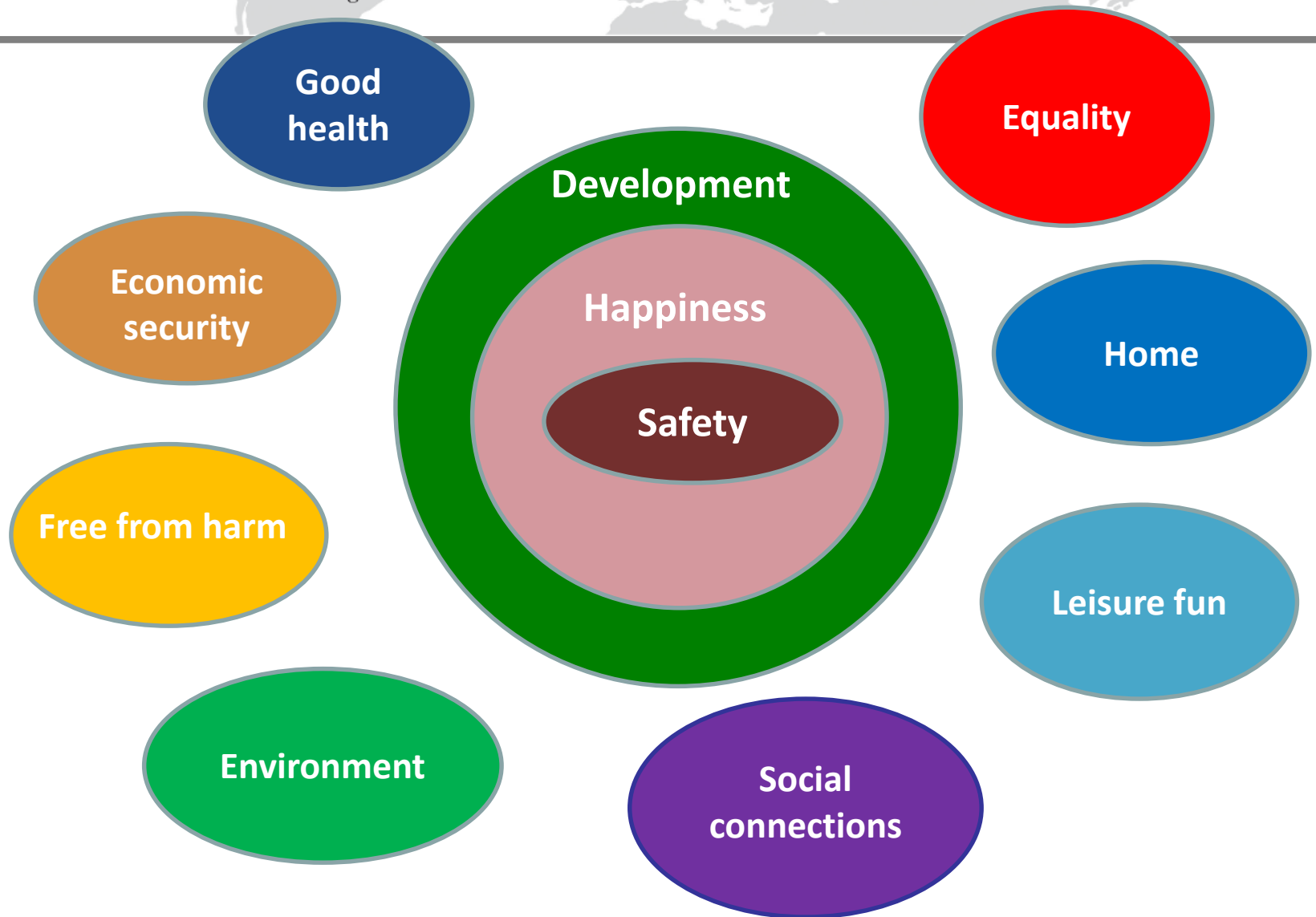
- **Defining an Outcome Indicator**
  - **The intended benefit, or consequence, of a service on the lives of individuals communities and citizens**

- **Three Broad Outcome Categories**
  - **Safety**
  - **Happiness**
  - **Development**

Defining Broad Health and Well-Being Outcomes for a Doctor's Surgery

Broad health and well-being outcomes:

➢Safety – Stay well

➢Happiness – Live well and Die well

➢Development – Get well and Grow well

Group exercise

- **Give examples from your experience of outcomes which fit into each of the categories of:**
  - ➤ **Safety**
  - ➤ **Happiness**
  - ➤ **Wellbeing**

- **In each case, describe how you would measure it**

**Outcomes
in government policy**

Staying focused on public service outcomes is difficult

- *"This inquiry saw too many examples of those in senior positions attempting to justify their work in terms of bureaucratic activity, rather than outcomes for people"*

[Department of Health (2003) The Victoria Climbié Inquiry. Summary Report.p.6]

BROAD OUTCOMES FOR CHILDREN

(Chief Secretary to the Treasury (2003) Every Child Matters Cm 5860 p.14)

- **Being healthy**

  – **Enjoying good physical and mental health and living a healthy lifestyle (safety and happiness)**

- **Staying safe**

  – **Being protected from harm and neglect (safety)**

- **Enjoying and achieving**

  – **Getting the most out of life and developing the skills for adulthood (happiness and development)**
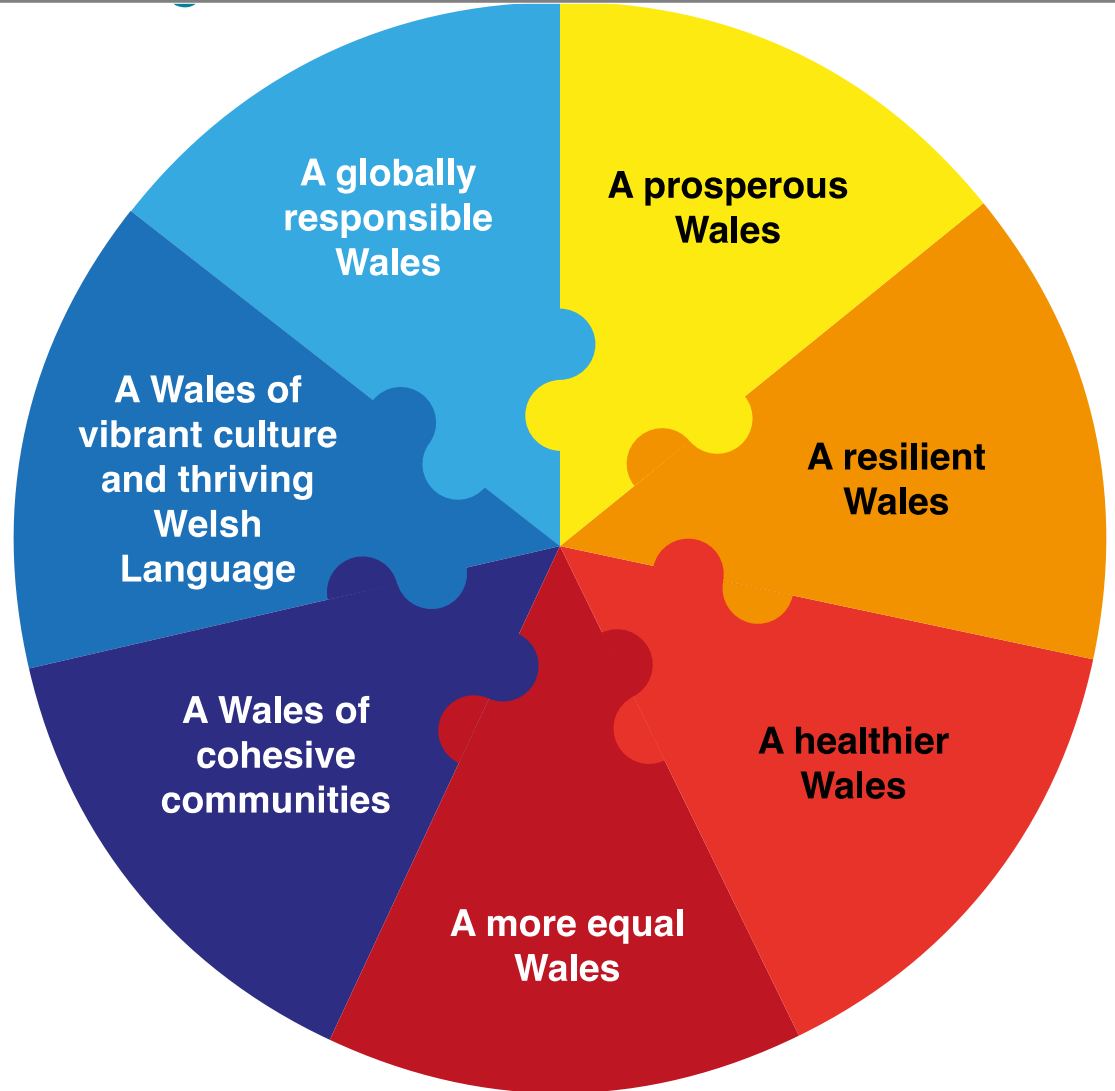
- **Making a positive contribution**
  - **Being involved with the community and society and not engaging in anti-social or offending behaviour (development and safety)**

- **Economic well-being**
  - **Not being prevented by economic disadvantage from achieving their full potential in life (development)**

Outcomes for Wales

Wellbeing of Future Generations (Wales) Act 2015

A globally responsible Wales

A prosperous Wales

A Wales of vibrant culture and thriving Welsh Language

A resilient Wales

A Wales of cohesive communities

A healthier Wales

A more equal Wales

National outcomes framework – Scottish Government (2017)

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

- **EQUALITY DIMENSIONS**
  - **Gender**
  - **Sexuality**
  - **Race**
  - **Religion**
  - **Disability**
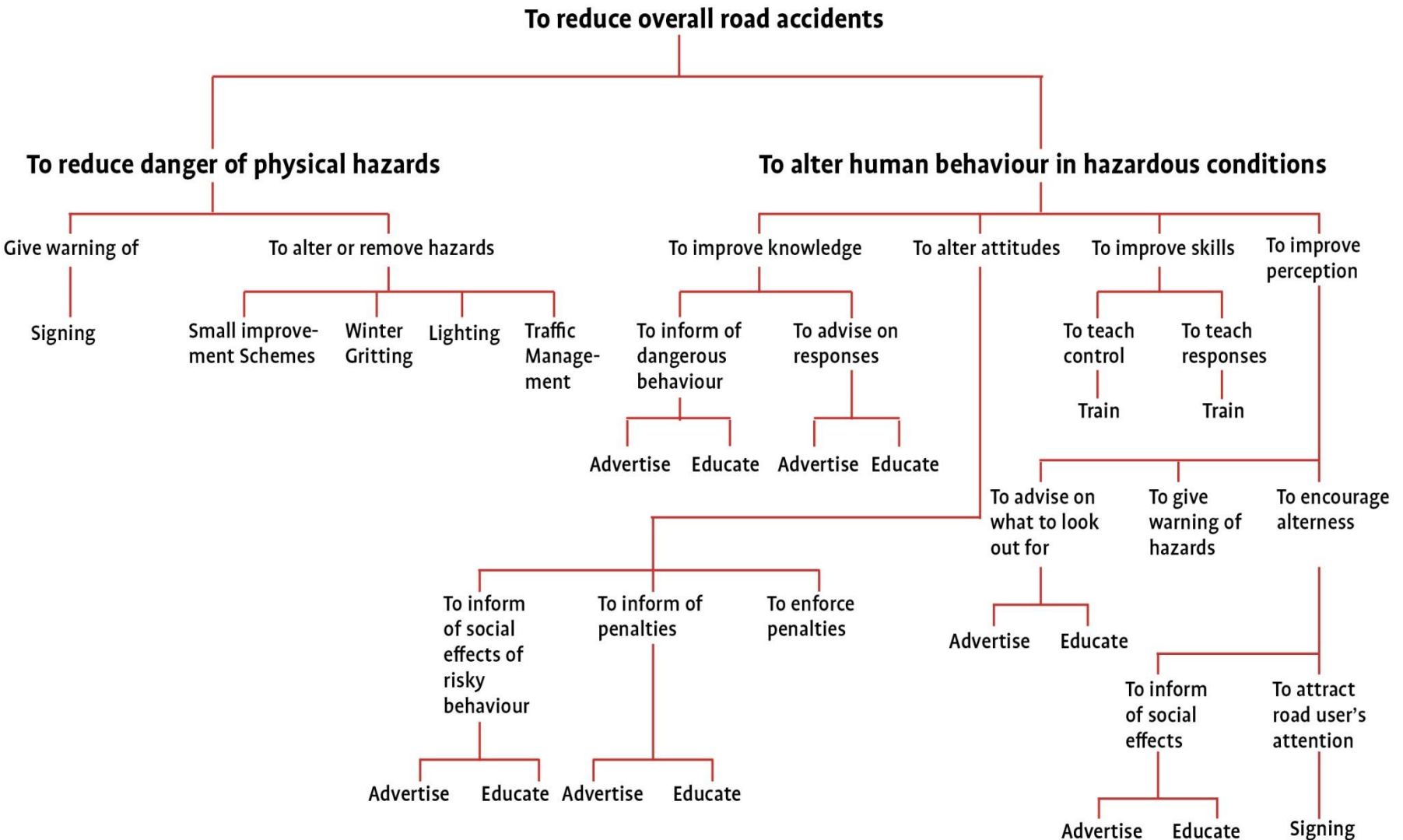 - **Age**
  - **Etc.**

Problems with objectives

- **Bland and meaningless**

- **Vague and ambiguous**

- **Potentially conflicting**

- **Complex and interacting**

- **Incomplete**

- **Unmeasurable**

- **Unrealistically difficult**

- **Too easy**

Managing by objectives

- **Top objectives need to relate to OUTCOMES where possible**

- **Lists of objectives are unsatisfactory – no understanding of how objectives are linked**

- **What is needed is a 'model' of how we achieve our objectives – a cause-and-effect chain – a 'pathway to outcomes'**

governance international®
Achieving citizens outcomes

To reduce overall road accidents

To reduce danger of physical hazards

To alter human behaviour in hazardous conditions

Give warning of

To alter or remove hazards

To improve knowledge

To alter attitudes

To improve skills

To improve perception

Signing

Small improvement Schemes

Winter Gritting

Lighting

Traffic Management

To inform of dangerous behaviour

To advise on responses

To teach control

To teach responses

Advertise   Educate   Advertise   Educate

Train

Train

To inform of social effects of risky behaviour

To inform of penalties

To enforce penalties

To advise on what to look out for

To give warning of hazards

To encourage alterness

Advertise   Educate   Advertise   Educate

Advertise   Educate

To inform of social effects

To attract road user's attention

Advertise   Educate

Signing

AND …?

"To reduce the occurrence

of coronary heart disease and

to reduce associated deaths and

ill health and to improve the treatment and
rehabilitation of those suffering from it".

Health of the Nation (HMSO, 1991)

Exercise

- **Construct a 'hierarchy of objectives' for the Coronary Heart Disease programme in 'Health of the Nation'**

How far down the hierarchy of objectives?

- **At the top of the hierarchy of objectives we have 'pure outcomes'**

- **These are the most important for our users and communities – but it is often very hard to attribute changes in them to our efforts**

- **At the next level(s) down, there are 'intermediate outcomes' which are more directly associated with our activities – it will often be appropriate to include these as well in our outcome-based contracts**

It's about Pathways!

Map 5

Full Generic Map
Thematic Clusters (filled)

Social Psychology

Individual Psychology

Food Production

Food Consumption

Physiology

Individual
Physical Activity

Physical Activity
Environment

Media
Social
Psychological
Economic
Food
Activity
Infrastructure
Developmental
Biological
Medical

Positive Influence
Negative Influence

Source: Foresight, 2007

Drilling down from the Balanced Scorecard

Source: http://www.balancedscorecard.org

governance
international ®

Achieving citizens outcomes

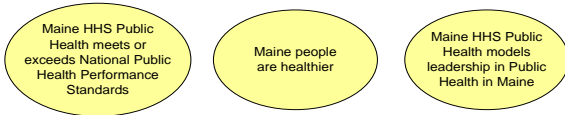© 2002 Balanced Scorecard Collaborative Inc.

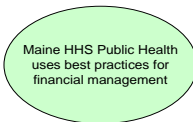# Strategy map: Maine public health

Maine HHS Public Health Strategy Map

Customer Perspective

- Maine HHS Public Health meets or exceeds National Public Health Performance Standards
- Maine people are healthier
- Maine HHS Public Health models leadership in Public Health in Maine
- Population health emphasis and ten essential services of public health are adhered to
- Stakeholders know how to connect with local and state entities for health related issues
- Public Health Data informs health policy

Financial Perspective

- Maine HHS Public Health uses best practices for financial management
- Maine HHS Public Health has sufficient and diversified funding resources
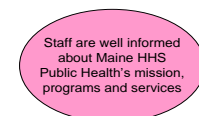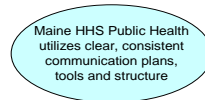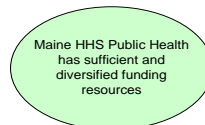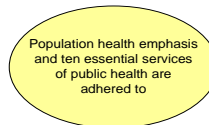- Maine HHS Public Health grant making and internal operations are streamlined to achieve optimal cost effective health outcomes

Internal Process Perspective

- State Health Plan and Healthy Maine 2010 in alignment
- Maine HHS Public Health programs are evidence based and data driven
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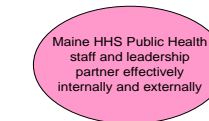- Maine HHS Public Health programs aligned with State Health Plan and Healthy Maine 2010 Priorities

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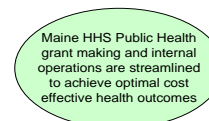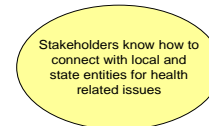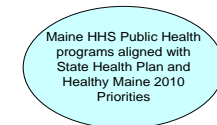
STRATEGIC THEME
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Do's and don'ts

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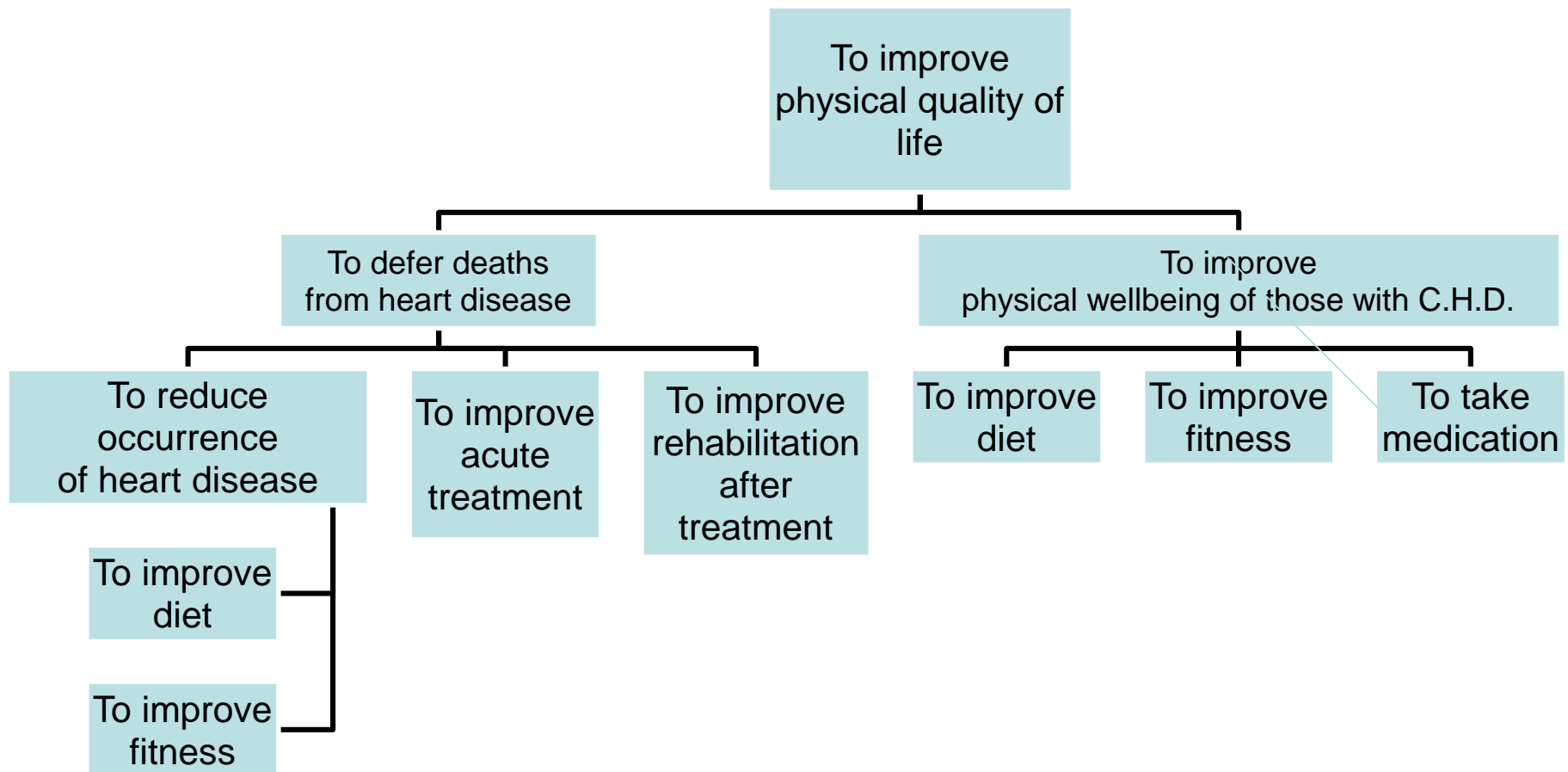
"SMART" OBJECTIVES?

- **S** for 'Specific'

- **M** for 'Measurable'

- **A** for 'Achievable'

- **R** for 'Realistic'

- **T** for 'Timely or Time-Related'

Pathways to outcomes for Coronary Heart Disease

Contact

Prof. Tony Bovaird

Governance International

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Email: tony.bovaird@govint.org
Twitter: @govint_org

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Co-commission

Co-design

Co-deliver

Co-assess

Escola Nacional de Administracão Pública

PERFORMANCE MANAGEMENT

Day 3

Prof. Tony Bovaird

September 2018

Exercise

- **Construct 'pathways to outcomes for your chosen programme or outcome.**

- **Identify at least one performance indicator for each outcome at the top levels of your model.**

- **Act as a 'critical friend' to the other groups, when you have seen their models.**

How far down the hierarchy of objectives?

- **At the top of the hierarchy of objectives we have 'pure outcomes'**

- **These are the most important for our users and communities – but it is often very hard to attribute changes in them to our efforts**

- **At the next level(s) down, there are 'intermediate outcomes' which are more directly associated with our activities – it will often be appropriate to include these as well in our outcome-based contracts**

Hierarchy of Outcomes and Objectives for Road Safety
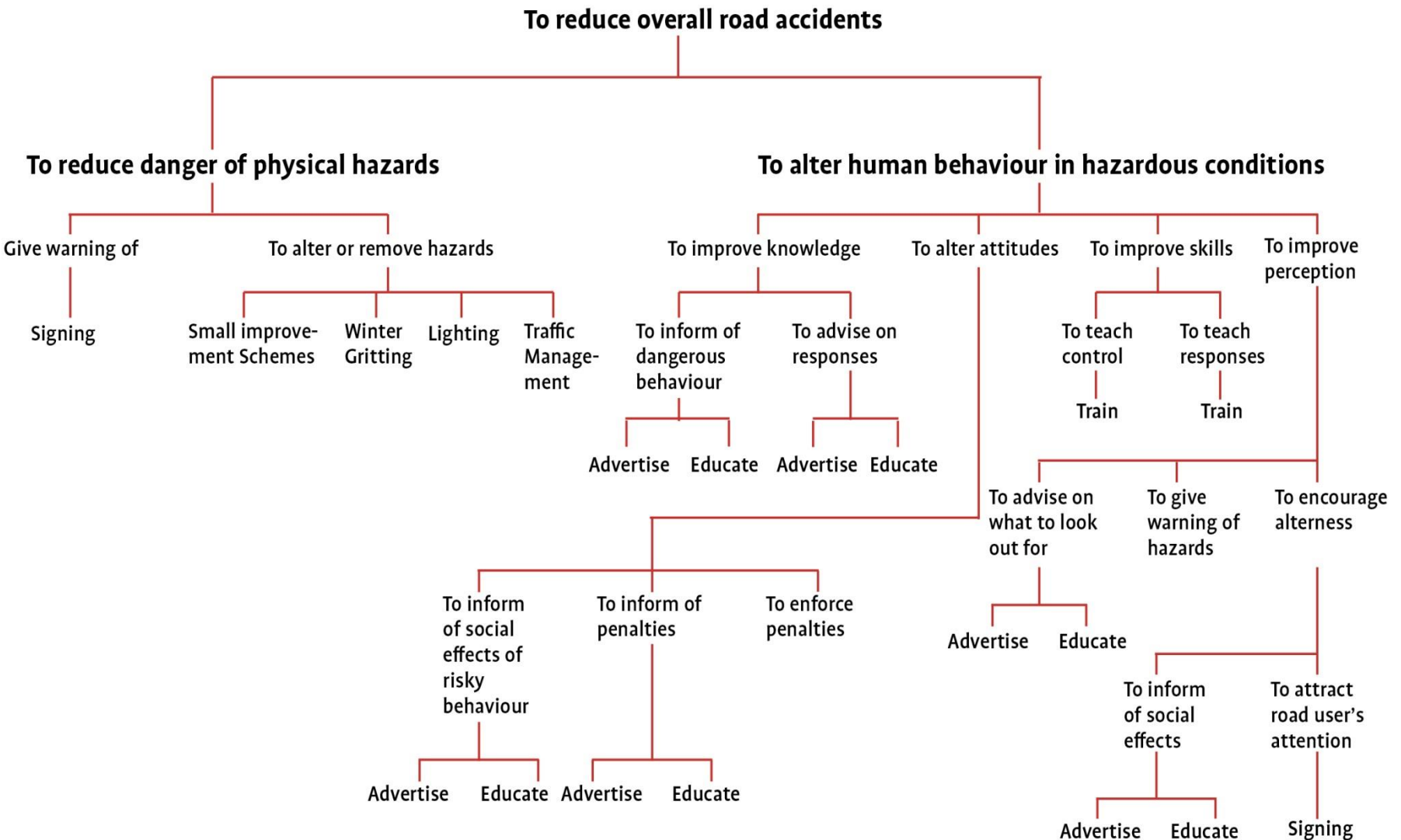
It's about Pathways!

Marketing & Attracting Investment & Visitor Economy

Map 5

Full Generic Map
Thematic Clusters (filled)

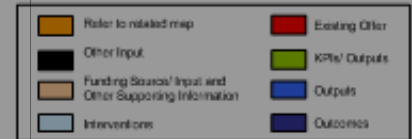Source: Foresight, 2007

Drilling down from the Balanced Scorecard

Financial

"To succeed financially, how should we appear to our shareholders?"

Objectives | Measures | Targets | Initiatives

Customer

"To achieve our vision, how should we appear to our customers?"

Objectives | Measures | Targets | Initiatives

Vision and Strategy

Internal Business Processes

"To satisfy our shareholders and customers, what business processes must we excel at?"

Objectives | Measures | Targets | Initiatives

Learning and Growth

"To achieve our vision, how will we sustain our ability to change and improve?"

Objectives | Measures | Targets | Initiatives

Source: http://www.balancedscorecard.org

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Achieving citizens outcomes

Goal — Recognition by our community for accessible, high quality care ... Allowing us to be seen as a community asset.

Financial — Growth Revenue, Control Operating Expenses ... And, because of increased business and efficiency, we will continue to fund appropiate operations and investment ...

Customer — Improve Community Image, Strengthen Physician Relationships ... then physician loyality and community perception will be strong, leading to greater reliance on our services ...

Internal — Quality Culture (Safety, Pathways), Customer Focus (Tackle Bottlenecks, Communication), Innovation and Efficiency (Best Practices) ... And we achieve a high quality culture, with relentless focus on the customer, and continually seek greater innovation and efficiency ...

Investment — Preferred Employer, Training, Facility Plan. If we attract, develop, and retain talented staff, while providing appropriate resources ...
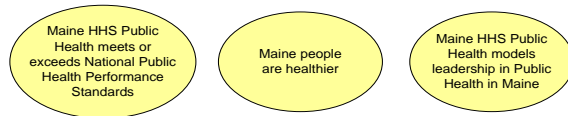
Strategy map: Maine public health

Maine HHS Public Health Strategy Map

Customer Perspective

- Maine HHS Public Health meets or exceeds National Public Health Performance Standards
- Maine people are healthier
- Maine HHS Public Health models leadership in Public Health in Maine
- Population health emphasis and ten essential services of public health are adhered to
- Stakeholders know how to connect with local and state entities for health related issues
- Public Health Data informs health policy

Financial Perspective

- Maine HHS Public Health uses best practices for financial management
- Maine HHS Public Health has sufficient and diversified funding resources
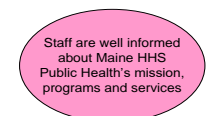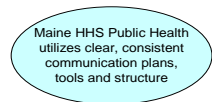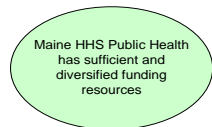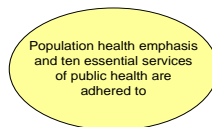- Maine HHS Public Health grant making and internal operations are streamlined to achieve optimal cost effective health outcomes

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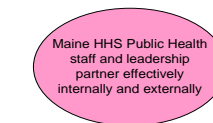- Maine HHS Public Health programs aligned with State Health Plan and Healthy Maine 2010 Priorities

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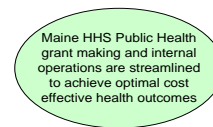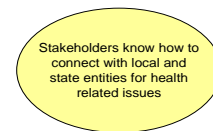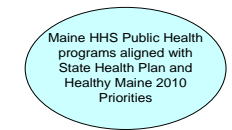
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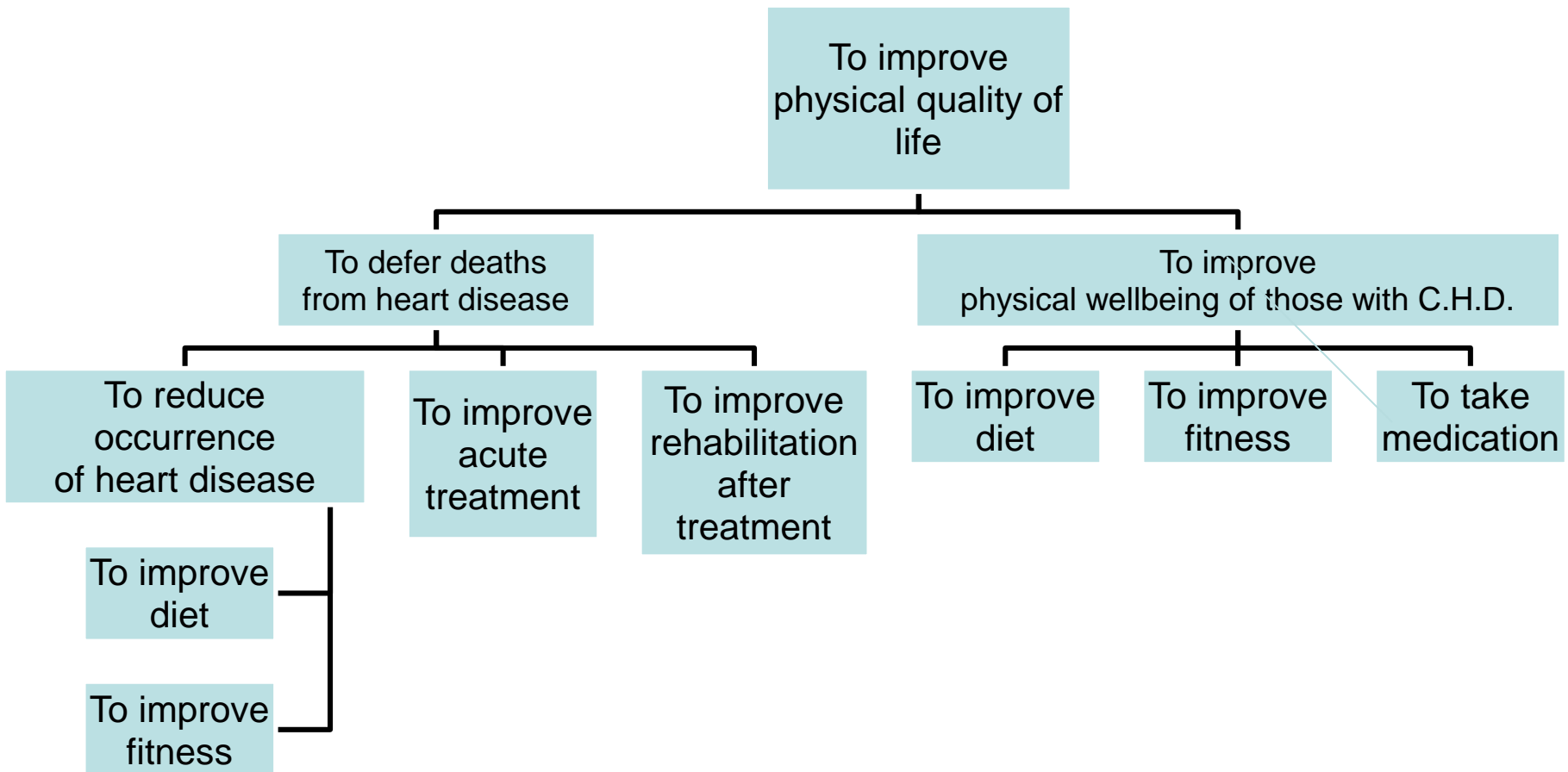
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PERFORMANCE MANAGEMENT

Day 3 Performance Management as Evaluation

Prof. Tony Bovaird

September 2018

Logic Model - INOVA

What we do not want?
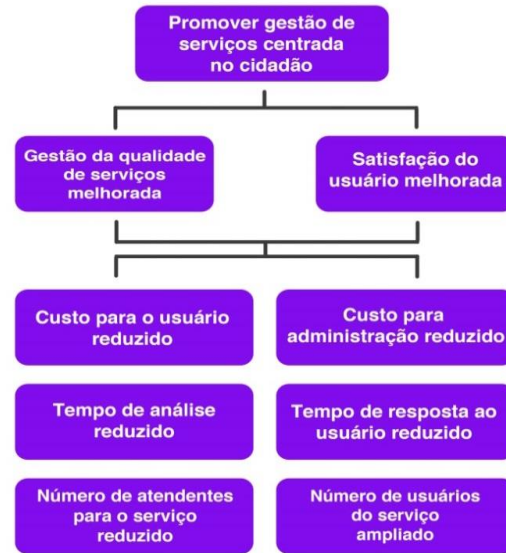
What is the proposal?

What is the quality management reserach all about?

Objetivo:

Avaliar a qualidade dos serviços públicos
a partir da percepção de seus gestores

Dimensões:

Process – *requirements, wait time, etc*

Resources – *HR management, costs to the administration, etc*

Information Technology – *digitalization, data banks, etc*

Management/Regulation– *Cost to the citizen, transparency, etc*

User engagement– *user satisfaction, access to information, etc*

Lógica da Pesquisa

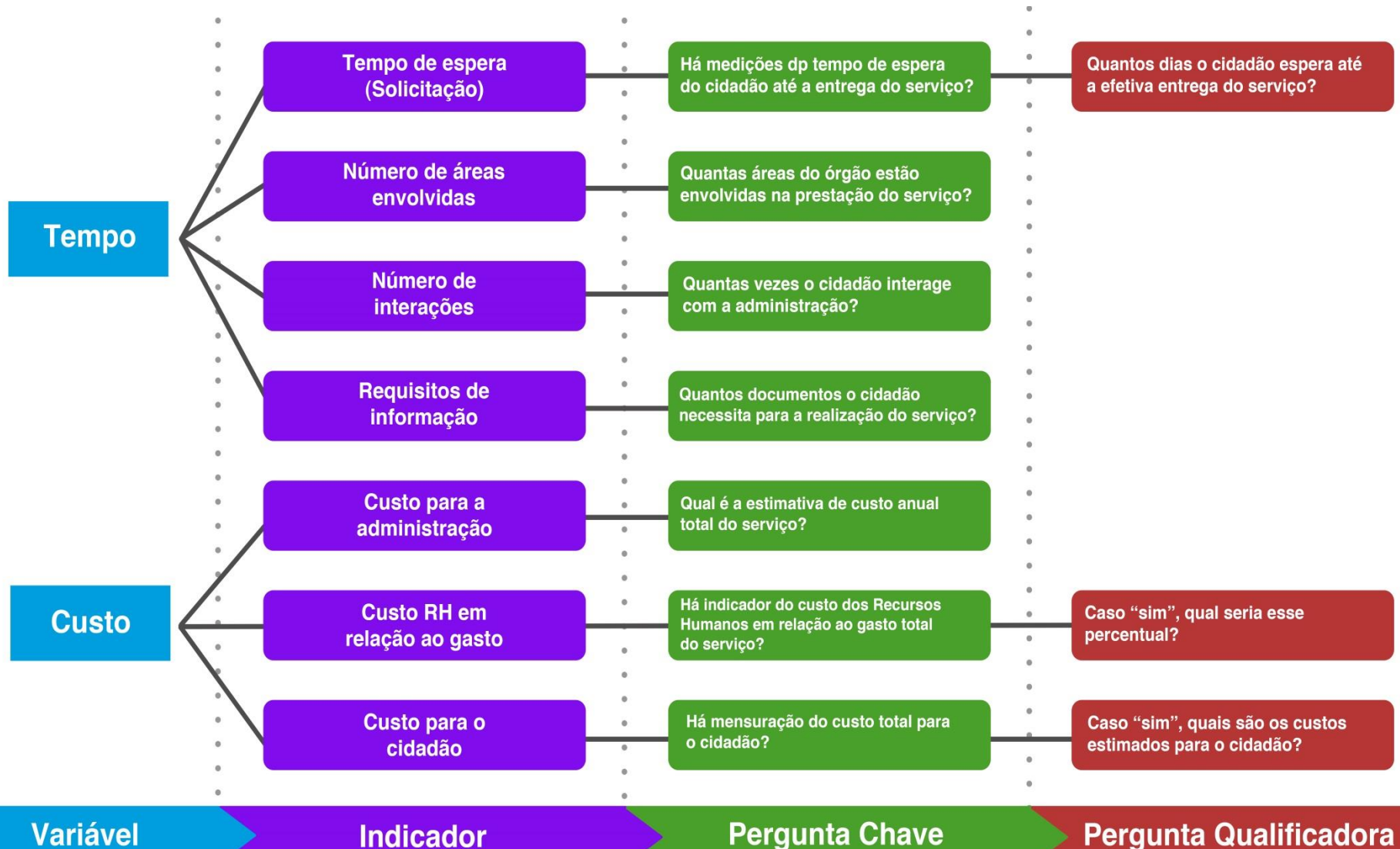| Tempo		
Tempo de espera (Solicitação)	Há medições dp tempo de espera do cidadão até a entrega do serviço?	Quantos dias o cidadão espera até a efetiva entrega do serviço?
Número de áreas envolvidas	Quantas áreas do órgão estão envolvidas na prestação do serviço?	
Número de interações	Quantas vezes o cidadão interage com a administração?	
Requisitos de informação	Quantos documentos o cidadão necessita para a realização do serviço?	

Custo		
Custo para a administração	Qual é a estimativa de custo anual total do serviço?	
Custo RH em relação ao gasto	Há indicador do custo dos Recursos Humanos em relação ao gasto total do serviço?	Caso "sim", qual seria esse percentual?
Custo para o cidadão	Há mensuração do custo total para o cidadão?	Caso "sim", quais são os custos estimados para o cidadão?

**Variável** ▶ **Indicador** ▶ **Pergunta Chave** ▶ **Pergunta Qualificadora**

How the information is going to be used?

❖ **Test the model and the evaluation tools;**

❖ **Collect new information for decision-makers and service managers;**

❖ **Update the data on the Services Portal;**

❖ **Test the challenges associated to a Quality Management Index for the Federal Services;**

❖ **Rank the Federal Public Services.**

Quality Managment Index

Dimensões de Gestão da Qualidade
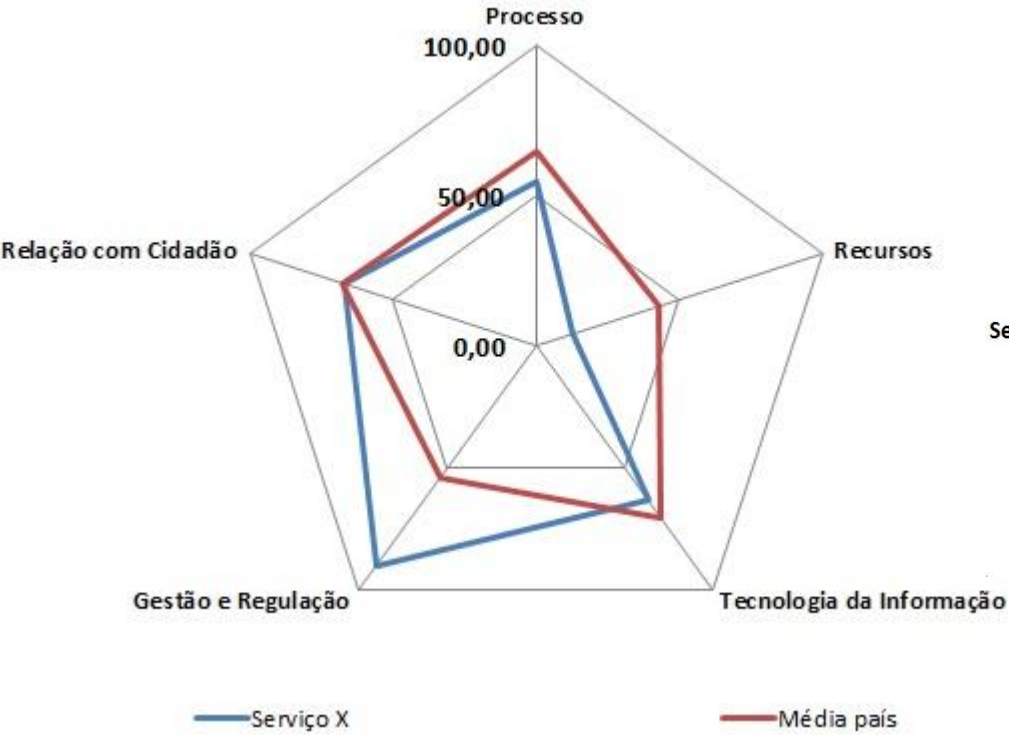
Índice de Gestão da Qualidade

Serviço X — 71,79
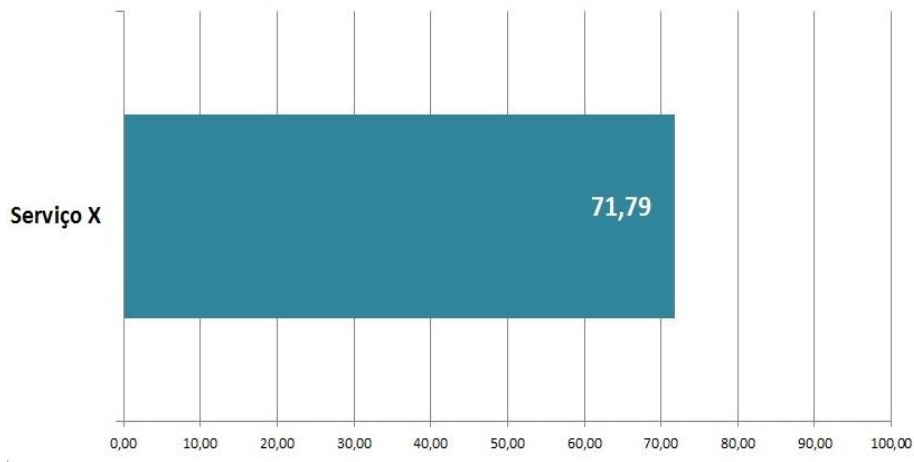
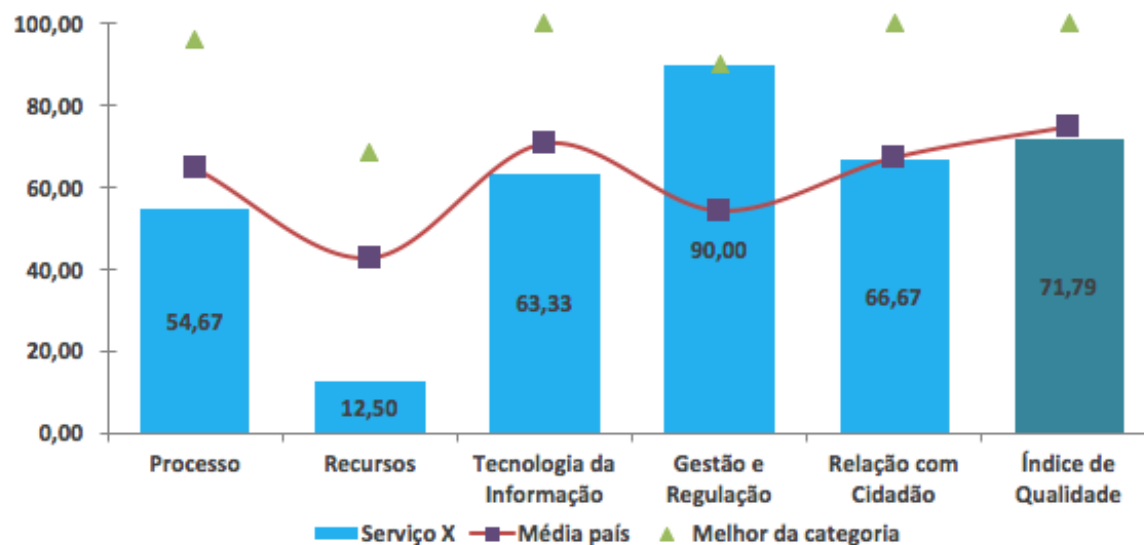# Ranking Public Services

Serviço - Nota
1. Serviço A - 91,03
2. Serviço B - 90,88
3. Serviço C - 87,97
4. Serviço D - 85,79
5. Serviço E - 82,83

Are you curious?

OPTION APPRAISAL

Longer term PIs

MONITORING

Short term PIs

"AFTER THE EVENT EVALUATION"

New longer term PIs

How evaluation can use performance data

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Source: Rumelt (1980,1998)

Strategy performance - evaluation dimensions

- **Feasibility**

- **Suitability**
  - **Compliance**
  - **'Fit'**

- **Acceptability of results to organisation or partnership**
  - **Importance TO different stakeholders**
  - **Importance OF different stakeholders**

Feasibility

- **Financial**

- **Physical - location, transport, etc.**

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- **Capital equipment**

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- **Goals achievement matrix**

- **Balanced Scorecard**

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- **Risk**

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	To provide enjoyment	To improve skills in the water	To attract tourist visits	TOTAL SCORE
	Weightings			
	x5	*x3*	*x1*	
Traditional Pool	4	7	2	43
Leisure Pool	8	3	9	58

Example of GAM: ERDF Project scoring form

KEY FACTORS (score 0 – 5)	Score	Weighting	Weighted score
Integration with other projects:			
- In this priority	3	1	3
- In this programme	2	2	4
- other EC funds	0	2	0
Leverage of private sector funds	-	4	-
Additional economic benefits:			
- Job creation	2	6	12
- Additionality	4	2	8
Long term viability	4	6	24
Consistent with other regional/local strategies	3	5	15
Environmental sustainability	3	5	15
SUM OF WEIGHTED SCORES (Max 165)			69

Pathways to outcomes for Coronary Heart Disease

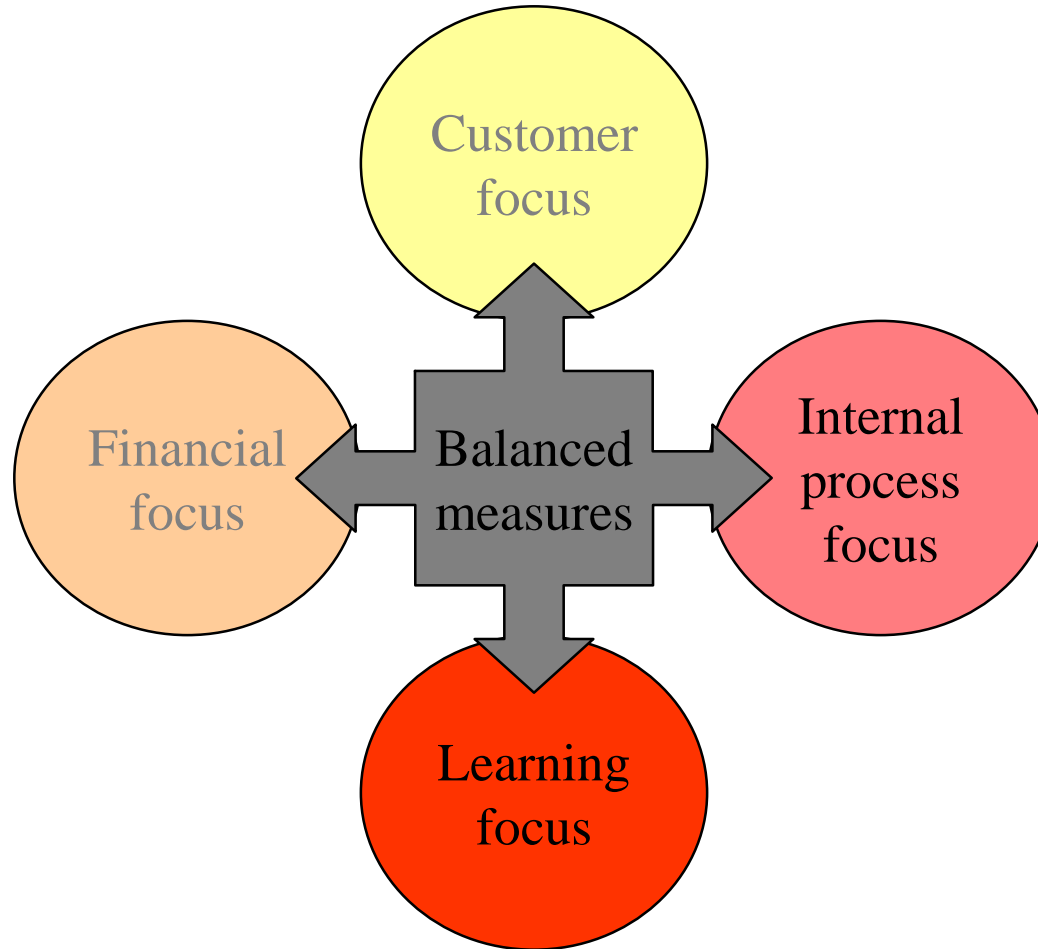|	To reduce occurence of heart disease	To improve acute treatment	To improve rehab after treatment	TOTAL
	Weightings			
	???	???	???	
Improve fitness in population				
Improve diet				
Improve medical interventions				
Improve taking of medication				

Group discussion on evaluation

- **Consider the exercise on pathways to outcomes which you did yesterday.**

- **Evaluate at least three of the pathways to outcomes against some of the top level outcome or high level objectives which you were using in the exercise.**
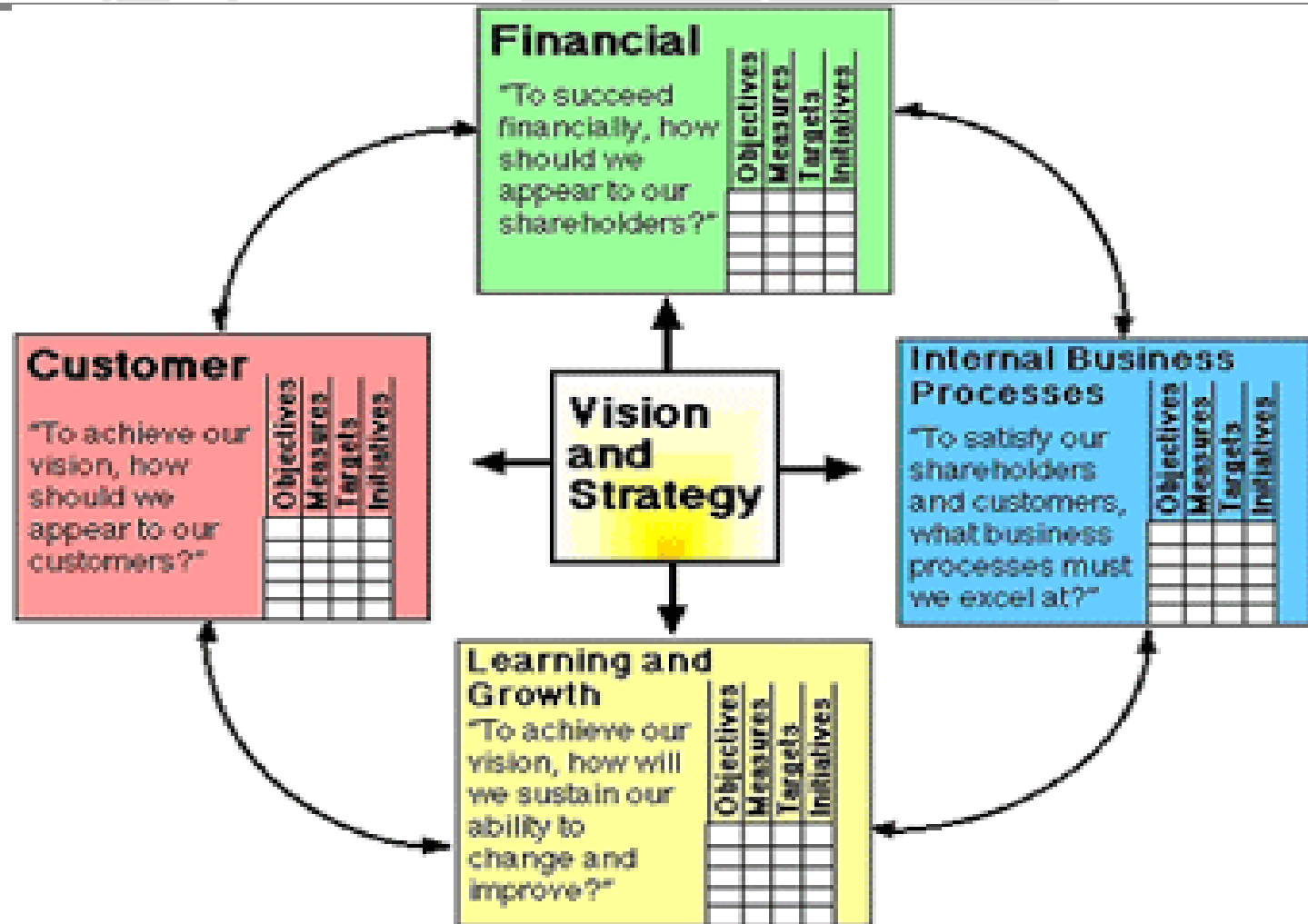
Balanced Scorecard

Source: http://www.balancedscorecard.org

Balanced Scorecard Performance Indicators: LB Barking & Dagenham

Community First
- % of residents with a positive perception of the Borough
- The level of the "Equalities standard" for local government to which the Council performs
  The level of the "Equalities standard" to which B&D public sector bodies perform
- Numbers of citizens involved in Council consultations
- Number of deaths by Heart Disease in B&D
  % of homes that meet the decency standard as a percentage of total public & private stock
- % of residents with a positive perception of public safety
  % of residents with a positive perception of the overall appearance of the Borough
- % of education & learning indicators at above national average
  % of education & learning indicators at or above top quartile
- Average income of B&D citizens

Customer First
- % of residents satisfied with the quality of services
- % of access indicators at or above top quartile
- % of quality & service outcome indicators at or above top quartile
- % of community strategy actions delivered on time & as planned

Funding the Future
- % of cost indicators in best quartile
- % of Capital schemes delivered on time & within budget
- % of overall budget which is re-directed to priorities
- % of capital funding generated from external sources
  % of revenue funding generated from external sources

People Matter
- 1-10 rating by key stakeholders against reputation drivers
- % of staff satisfied with the quality of their appraisal & personal development planning
- % of managers trained in project management techniques
- % of staff who are satisfied that the leadership of their manager enables them to place their work in the context of the Community Priorities and/or strategic objectives
- % of BV inspections that indicate confidence in the Council's ability to make improvement

Performance Counts
- % of interactions with the public that are delivered electronically e.g. by telephone, internet.
- % of staff who are set performance targets as a result of appraisal/appointment
- % of reports to members that are appropriate & of good quality
- % of Balanced Scorecard actions implemented on time and as planned
- % of partnership strategies/action plans delivered on time & as planned

Cost-benefit analysis

For each option:

- **Estimate the benefits - direct and indirect**

- **Estimate the costs - financial and non-financial, direct and indirect**

- **Use discount rate to find net present value of the flows of costs and benefits**

CBA in the public sector

- **Benefits are measured by 'willingness to pay' or *'willingness to make sacrifice'***

- **Costs are measured by *'opportunity costs'***

- **Future benefits and costs are standardised to present value using a *'social discount rate'***

- **To compare the costs and benefits of options which affect people differently, we need a 'social welfare function'**

Measuring social value

- *Social Return On Investment - d*ifferences from CBA:
  - stakeholder-specific, therefore …
  - diverse set of indicators, therefore …
  - not comparable across organisations, therefore
  - internal management tool, not external
  - 'banks' of proxy information for valuation of intangible benefits, or other hard-to-value benefits, e.g. estimated that extra tax revenue of moving someone to work is around £1,700 (2011)

Principles of SROI (Social Value UK)

☐ **Involve stakeholders**

☐ **Understand what changes**

☐ **Value the things that matter**

☐ **Only include what is material**

☐ **Do not over-claim**

☐ **Be transparent**

☐ **Verify the results**

The Global Value Exchange is an open source database of Values, Outcomes, Indicators and Stakeholders (http://socialvalueuk.org/publications/gve)

WISH Evaluation, Birmingham – total benefits (savings and extra income) that will be generated by the 144 WiSH customers, who started work during the pilot, Aug 2011 – Apr 2013

Benefit Type	Fiscal Benefits				Social Benefits		Total Benefits	
	Direct		Indirect					
	1 Year	2 Years	1 Year	2 Years	1 Year	2 Years	1 Year	2 Years
Reduced Benefit Payments & Additional Tax Income	£523,070	£901,730					£523,070	£901,730
Improved Health			£43,053	£74,224			£43,053	£74,224
Increased Income to Individual					£190,101	£332,705	£190,101	£332,705
Reductions in Crime			£10,801	£21,224	£55,586	£109,226	£66,387	£130,450
Totals	£523,070	£901,730	£53,854	£95,448	£245,687	£441,932	£822,611	£1,439,110

Risk and uncertainty

- *Risk* - future events to which we can attach a probability of occurrence

- For all 'risky' events, we should attempt to calculate *expected values* of future costs and future benefits

- *Uncertainty* - possible events to which we can attach no probability of occurrence

- *Sensitivity analysis* - 'what if …'

- *Simulation modelling* - systematic approaches to varying critical assumptions, using existing performance information and some estimates

- *Scenario planning* - combinations of events and circumstances which are mutually compatible, plausible, and imaginative

- *Constructive flexibility* - keeping options open until uncertainty is reduced and risk can be managed, while not reducing the potential effectiveness of strategies

- *Identifying performance data most needed* to improve risk management

Group discussion on evaluation

- **Current practice: Identify examples of evaluations of public services of which you are aware**

- **How well were they done? How might they have been improved?**

- **Identify the performance information which would be needed to make these evaluations more effective**

- **Evaluation is about challenge – don't take anything for granted, including your evaluation framework**

- **Performance management information can contribute to option appraisal, monitoring and after-the-event evaluation**

- **In evaluation we need to use criteria of feasibility, suitability and acceptability – but each needs to be challenged**

- **Public agencies must take into account the wide range of outcomes when they tackle the 'wicked problems'– not just those outcomes within their remit**

Contact

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KEY FACTORS (score 0 – 5)	Score	Weighting	Weighted score
Integration with other projects:			
- In this priority	3	1	3
- In this programme	2	2	4
- other EC funds	0	2	0
Leverage of private sector funds	-	4	-
Additional economic benefits:			
- Job creation	2	6	12
- Additionality	4	2	8
Long term viability	4	6	24
Consistent with other regional/local strategies	3	5	15
Environmental sustainability	3	5	15
SUM OF WEIGHTED SCORES (Max 165)			69

Pathways to outcomes for Coronary Heart Disease

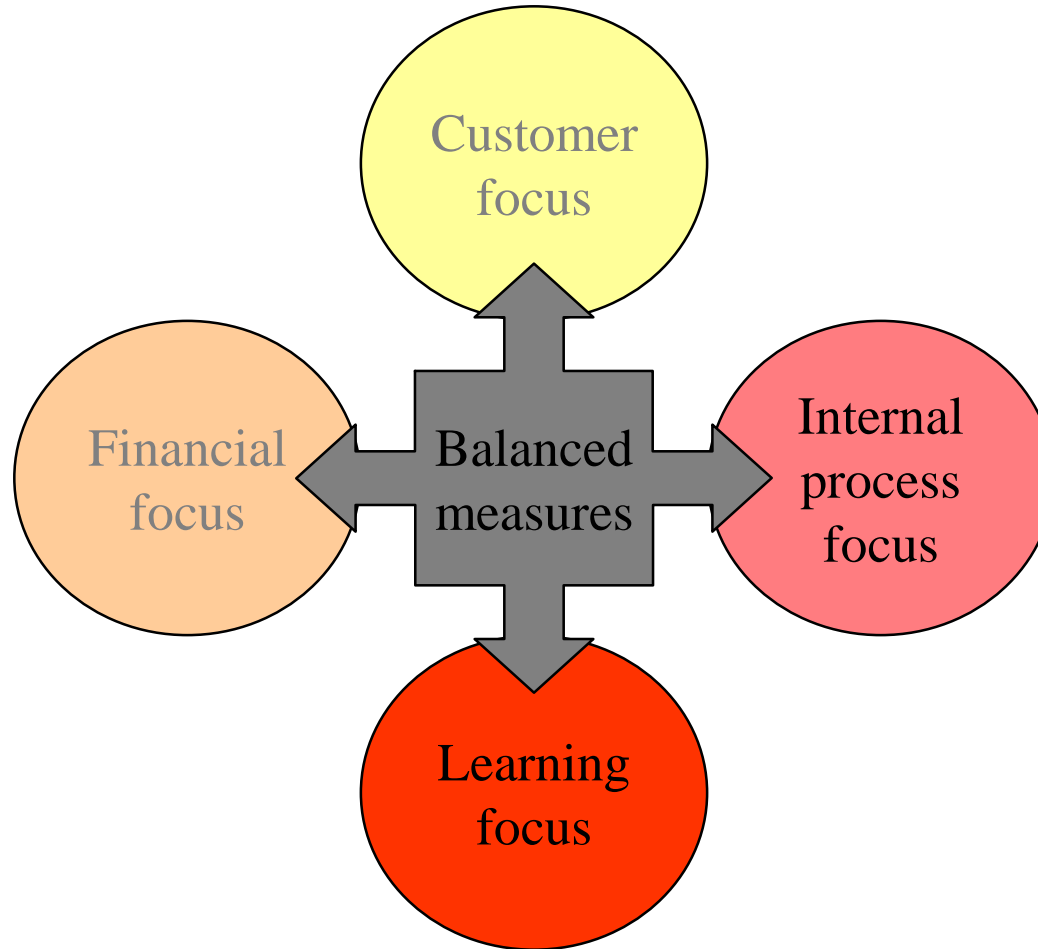|	To reduce occurence of heart disease	To improve acute treatment	To improve rehab after treatment	TOTAL
	Weightings			
	???	???	???	
Improve fitness in population				
Improve diet				
Improve medical interventions				
Improve taking of medication				

Group discussion on evaluation

- Consider the exercise on pathways to outcomes which you did yesterday.

- Evaluate at least three of the pathways to outcomes against some of the top level outcome or high level objectives which you were using in the exercise.
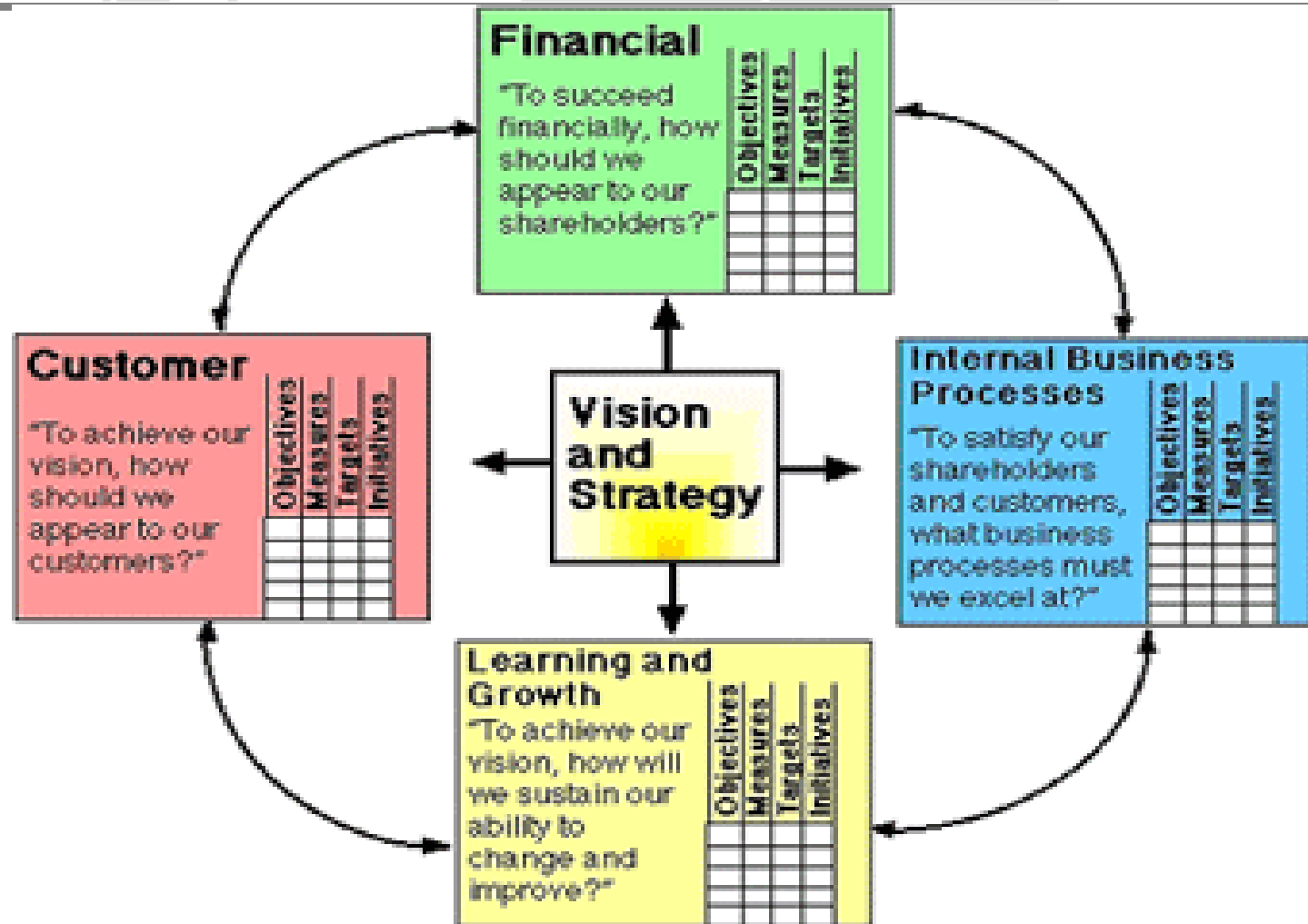
governance
international®
Achieving citizens outcomes

Financial
"To succeed financially, how should we appear to our shareholders?"
Objectives | Measures | Targets | Initiatives

Customer
"To achieve our vision, how should we appear to our customers?"
Objectives | Measures | Targets | Initiatives

Vision and Strategy

Internal Business Processes
"To satisfy our shareholders and customers, what business processes must we excel at?"
Objectives | Measures | Targets | Initiatives

Learning and Growth
"To achieve our vision, how will we sustain our ability to change and improve?"
Objectives | Measures | Targets | Initiatives

Source: http://www.balancedscorecard.org

Balanced Scorecard Performance Indicators: LB Barking & Dagenham

Community First
- % of residents with a positive perception of the Borough
- The level of the "Equalities standard" for local government to which the Council performs
  The level of the "Equalities standard" to which B&D public sector bodies perform
- Numbers of citizens involved in Council consultations
- Number of deaths by Heart Disease in B&D
  % of homes that meet the decency standard as a percentage of total public & private stock
- % of residents with a positive perception of public safety
  % of residents with a positive perception of the overall appearance of the Borough
- % of education & learning indicators at above national average
  % of education & learning indicators at or above top quartile
- Average income of B&D citizens

Customer First
- % of residents satisfied with the quality of services
- % of access indicators at or above top quartile
- % of quality & service outcome indicators at or above top quartile
- % of community strategy actions delivered on time & as planned

Funding the Future
- % of cost indicators in best quartile
- % of Capital schemes delivered on time & within budget
- % of overall budget which is re-directed to priorities
- % of capital funding generated from external sources
  % of revenue funding generated from external sources

People Matter
- 1-10 rating by key stakeholders against reputation drivers
- % of staff satisfied with the quality of their appraisal & personal development planning
- % of managers trained in project management techniques
- % of staff who are satisfied that the leadership of their manager enables them to place their work in the context of the Community Priorities and/or strategic objectives
- % of BV inspections that indicate confidence in the Council's ability to make improvement

Performance Counts
- % of interactions with the public that are delivered electronically e.g. by telephone, internet.
- % of staff who are set performance targets as a result of appraisal/appointment
- % of reports to members that are appropriate & of good quality
- % of Balanced Scorecard actions implemented on time and as planned
- % of partnership strategies/action plans delivered on time & as planned

Cost-benefit analysis

For each option:

- **Estimate the benefits - direct and indirect**

- **Estimate the costs - financial and non-financial, direct and indirect**

- **Use discount rate to find net present value of the flows of costs and benefits**

CBA in the public sector

- **Benefits are measured by 'willingness to pay' or *'willingness to make sacrifice'***

- **Costs are measured by *'opportunity costs'***

- **Future benefits and costs are standardised to present value using a *'social discount rate'***

- **To compare the costs and benefits of options which affect people differently, we need a 'social welfare function'**

Measuring social value

- *Social Return On Investment - d*ifferences from CBA:

  - stakeholder-specific, therefore …

  - diverse set of indicators, therefore …

  - not comparable across organisations, therefore

  - internal management tool, not external

  - 'banks' of proxy information for valuation of intangible benefits, or other hard-to-value benefits, e.g. estimated that extra tax revenue of moving someone to work is around £1,700 (2011)

Principles of SROI (Social Value UK)

☐ **Involve stakeholders**

☐ **Understand what changes**

☐ **Value the things that matter**

☐ **Only include what is material**

☐ **Do not over-claim**

☐ **Be transparent**

☐ **Verify the results**

The Global Value Exchange is an open source database of Values, Outcomes, Indicators and Stakeholders (http://socialvalueuk.org/publications/gve)

WISH Evaluation, Birmingham – total benefits (savings and extra income) that will be generated by the 144 WiSH customers, who started work during the pilot, Aug 2011 – Apr 2013

Benefit Type	Fiscal Benefits Direct		Fiscal Benefits Indirect		Social Benefits		Total Benefits	
	1 Year	2 Years	1 Year	2 Years	1 Year	2 Years	1 Year	2 Years
Reduced Benefit Payments & Additional Tax Income	£523,070	£901,730					£523,070	£901,730
Improved Health			£43,053	£74,224			£43,053	£74,224
Increased Income to Individual					£190,101	£332,705	£190,101	£332,705
Reductions in Crime			£10,801	£21,224	£55,586	£109,226	£66,387	£130,450
Totals	£523,070	£901,730	£53,854	£95,448	£245,687	£441,932	£822,611	£1,439,110

Risk and uncertainty

- *Risk* - future events to which we can attach a probability of occurrence
- For all 'risky' events, we should attempt to calculate *expected values* of future costs and future benefits
- *Uncertainty* - possible events to which we can attach no probability of occurrence
- *Sensitivity analysis* - 'what if ...'
- *Simulation modelling* - systematic approaches to varying critical assumptions, using existing performance information and some estimates
- *Scenario planning* - combinations of events and circumstances which are mutually compatible, plausible, and imaginative
- *Constructive flexibility* - keeping options open until uncertainty is reduced and risk can be managed, while not reducing the potential effectiveness of strategies
- *Identifying performance data most needed* to improve risk management

Group discussion on evaluation

- **Current practice: Identify examples of evaluations of public services of which you are aware**

- **How well were they done? How might they have been improved?**

- **Identify the performance information which would be needed to make these evaluations more effective**

- **Evaluation is about challenge – don't take anything for granted, including your evaluation framework**

- **Performance management information can contribute to option appraisal, monitoring and after-the-event evaluation**

- **In evaluation we need to use criteria of feasibility, suitability and acceptability – but each needs to be challenged**

- **Public agencies must take into account the wide range of outcomes when they tackle the 'wicked problems'– not just those outcomes within their remit**

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Escola Nacional de Administracão Pública

PERFORMANCE MANAGEMENT

Day 4 Performance Management in Partnerships and Networks

Prof. Tony Bovaird

September 2018
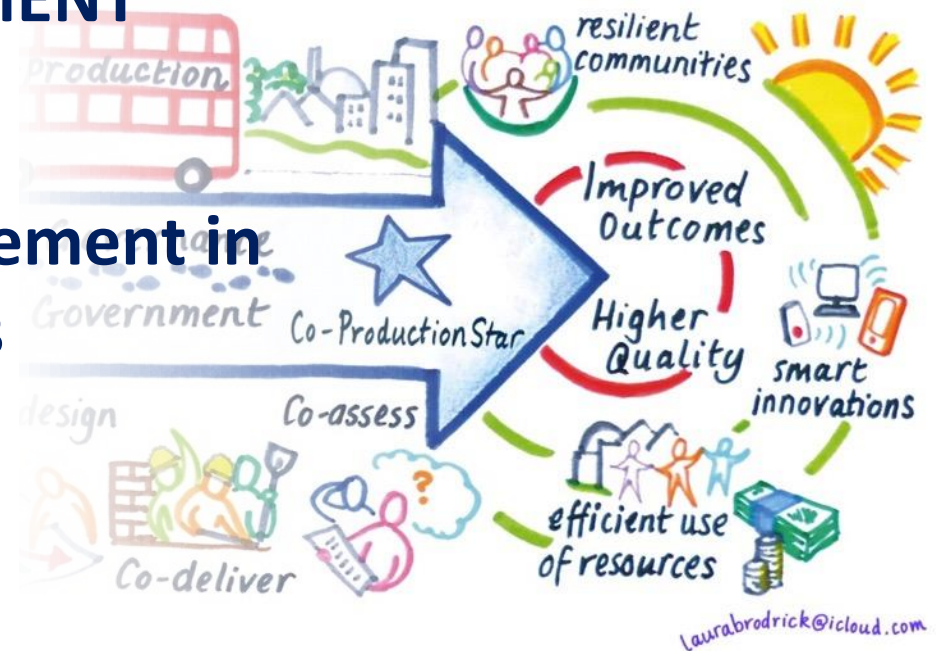
Partnership – many shapes and sizes

- **Public-Public Partnerships**

- **Public Private Partnerships (including PFI and DBO)**
  - **infrastructure**
  - **public services (e.g. ICT services, contact centres)**
  - **joint venture companies (e.g. Service Birmingham)**

- **Public-Third Sector Partnerships**
  - **public services**
  - **community services/activities**

- **Co-production**
  - **partnerships between service users and communities and service commissioners and providers**

Partnerships mean different things to different people …

- **"Partnership is just a way of transferring my work to the private sector, where it will be done for lower pay and worse conditions of service"**

- **"We have found that when the public sector proposes a 'partnership', what they generally mean is that they want to transfer the responsibility for a particularly difficult service or issue to us, and give us a lower budget to deal with it than they were previously spending themselves"**

- **We think that we have shown the public sector how to do their work faster, better and cheaper … and that there are lots of other areas in which similar PPPs could work"**

And give rise to major questions

- **Is there real commitment or just 'partnership claiming' to show willing and to qualify for funding?**

- **Are these partnerships between equals … or just new clothes over old power dominance relationships?**

- **Will these partnerships make a real difference to service quality or costs?**

- **Are they just a ploy to disguise lack of new resources?**

Good governance principles within partnerships

- Citizen engagement
- Transparency
- Accountability
- Ethical and honest behaviour
- Equalities – no discrimination in processes
- Equalities – equity in outcomes
- Fair procedures and due process
- Willingness and ability to collaborate
- Willingness and ability to compete
- Sustainability
- Leadership

- **Self-assessment by public agencies?**
  - **Knowledgeable but potentially myopic and self-deluding?**
  - **Unlikely to be trusted by other stakeholders**

- **External assessment by 'auditors/inspectors'**
  - **Independent but not trusted by the agency**
  - **Limited understanding of context**
  - **Tends to give 'bottom line' judgement - simplistic**
  - **Either superficial or expensive**

- **360° appraisal by relevant stakeholders**
  - **Independent but with diversity of judgements**
  - **Results likely to be seen as important by the agency**
  - **Varying levels of understanding of the context**
  - **Can be embedded into ongoing learning relationship between the agency and its stakeholders**

Partnership Performance Test

- Diagnosis
  - **Systematic assessment of how different users, providers and stakeholders perceive quality of life issues and the way in which organisations and groups work together**

- Activation
  - **Focus groups bring together people with different experiences and interests in order to develop new ideas and to explore commitment to doing things together**
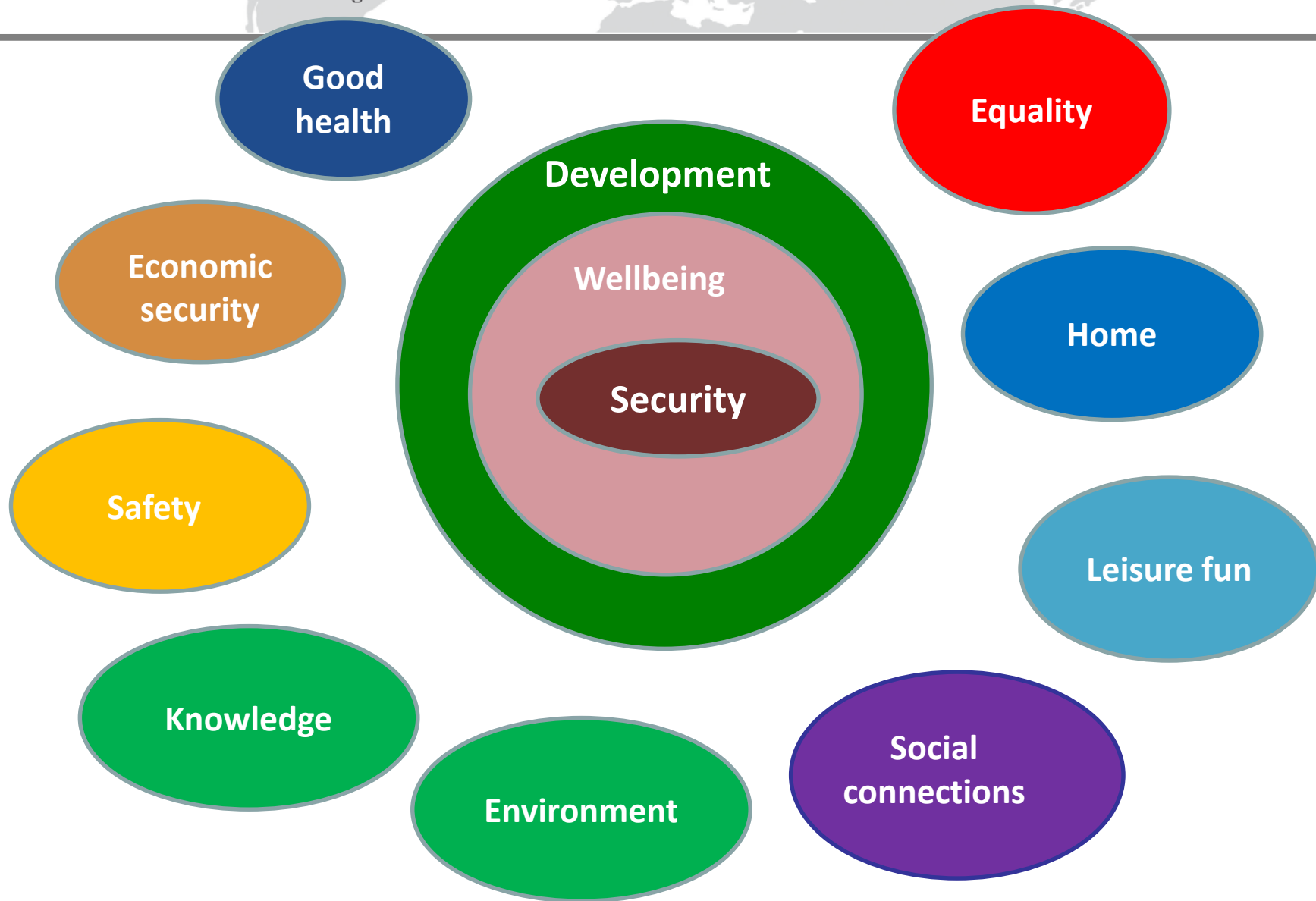
  - **Source: *Governance International***
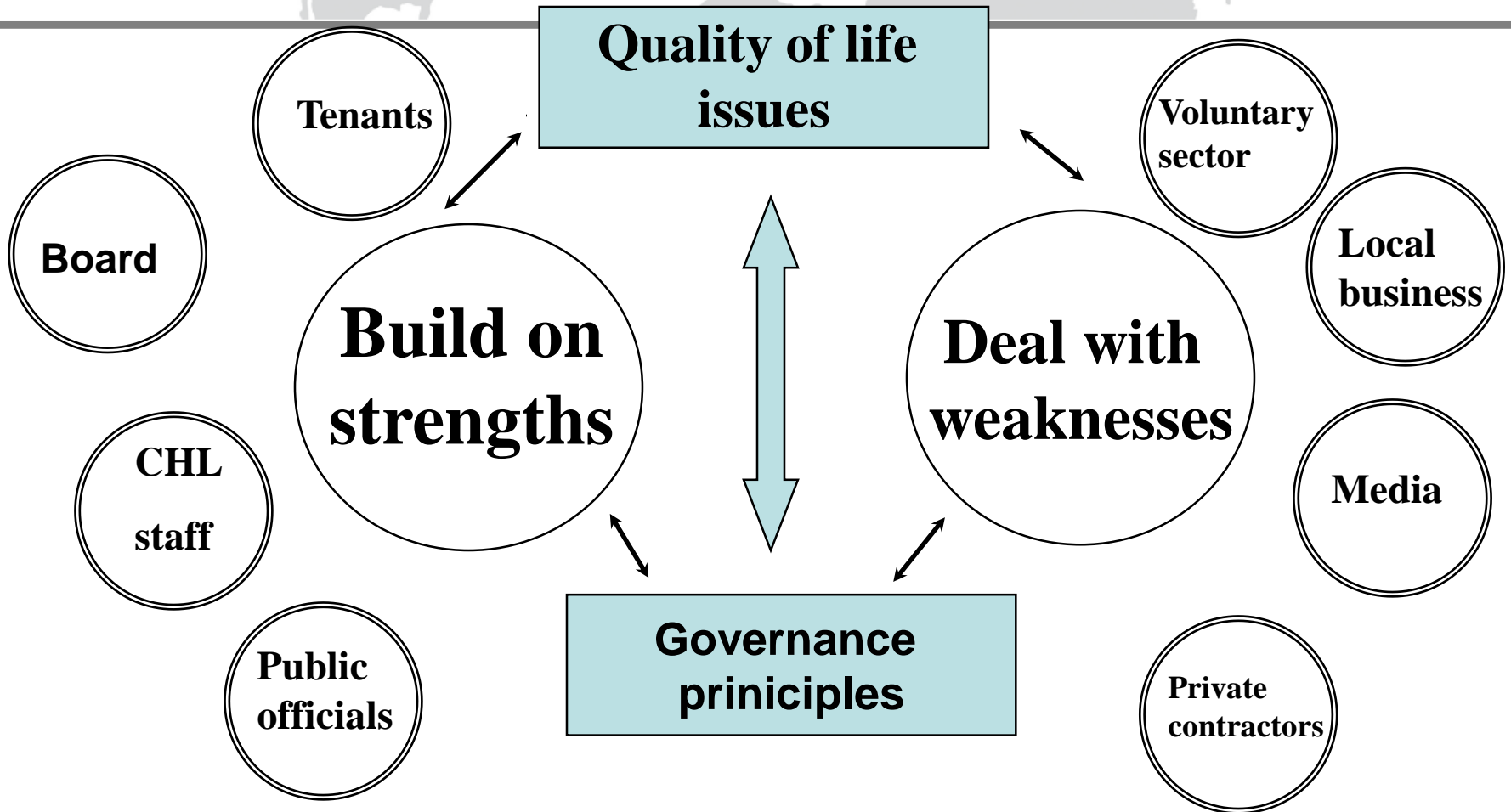
The GI Evaluation of Partnership Performance

Outcomes in the Partnership Performance Test

![Governance International logo — Achieving citizens outcomes]

Perception of focus groups of quality of life and quality of governance on Carrick Housing estates

	1	2	3	4	5

Quality of Life Issues

Issue	1	2	3	4	5
Liveable Environment: quality of housing	Carrick Housing Staff ☺ (green)	Board members ☺ (green)	Voluntary groups ☺ (green)	Carrick District officers ☺ (green)	Public officials ☺ (green)
Liveable Environment: quality of housing services	Carrick Housing Staff ☺ (green)	Board members ☺ (green)	Voluntary groups ☺ (green)	Carrick District officers ☺ (green)	Public officials ☺ (green) — ☺ (green, beyond 5)
Liveable Environment: quality of surroundings	Carrick Housing Staff ☺ (yellow)	Board members ☺ (yellow)	Voluntary groups ☺ (yellow)	Carrick District officers ☺ (yellow)	Public officials ☺ (yellow) — ☺ (yellow, beyond 5)
Community safety	Young families ☺ (yellow)	Media ☺ (green)			
Health, social well-being and disability issues	Disab. Tenants ☺ (yellow)	Board members ☺ (yellow)			
Education and Training	Young People ☺ (yellow)	Business ☺ (yellow)			

Governance Principles

Principle	1	2	3	4	5
Transparency	Young families ☺ (green)	Board members ☺ (green)	Media ☺ (yellow)		
Partnership working	Carrick Housing staff ☺ (yellow)	Board members ☺ (yellow)	Public officials ☺ (yellow)	Voluntary groups ☺ (yellow)	
Sustainability	Carrick District officers ☺ (yellow)	Young people ☹ (red)			
Honest and fair behaviour	Disab. Tenants ☺ (yellow)	Private contractors ☺ (yellow)	Business ☺ (yellow)		

Group exercise: Designing a Partnership Performance Test

- **Consider an issue which is important to at least one member of the group – e.g. the issue you discussed yesterday in the 'pathways to outcomes' exercise**

- ***Which stakeholders* would be most important to involve in a Partnership Performance Test?**

- **Which would be the FOUR most important *quality of life outcomes to* include in the Partnership Performance Test?**

- **Which would be the FOUR most important *governance principles* to include in the Partnership Performance Test?**

What's so different about partnerships – why can they improve performance?

- **Synergy, economies of scale and economies of scope**
- **Collaborative working through relational contracts**
- **Collaborative working as 'joined-up services'**
- **Collaborative working as 'resource sharing'**
- **Collaborative working as 'risk-sharing'**
- **Assessing the benefits of collaborative strategy**

Economies of differentiation and specialisation

- **Economies from bringing together SIMILAR producers or production processes, so that specialisation can occur**

  - **Economies of scale**
    - ❖ **the bigger the volume of output, the lower the unit cost of provision**

  - **Economies of task learning**
    - ❖ **the more detailed the task, the easier it is to learn how do it better and to innovate**

Economies of scale

- **Indivisibilities – e.g. machinery**
- **Mechanisation and automation**
- **Division of labour – making use of natural aptitudes**
- **Increased precision, reliability**
- **Cheaper procurement of inputs**
- **Efficient use of materials (less waste)**
- **Cheaper or readier access to finance**

But …

- **More vulnerable to instability in demand ('putting all eggs in one basket')**

Economies of task learning

- **Specialisation of task knowledge**

- **Developing task accomplishment and dexterity**

- **Passing on tacit knowledge about tasks to new members of staff**

- **Improvements in task co-ordination**

Economies of integration

- **Means getting better results by bringing DIFFERENT providers or provider units together**

- **Economies of scope
  - the greater the range of output, the lower the unit cost of provision**

- **Synergy through:**
  - **resource sharing**
  - **risk sharing**
  - **'joined up services'**

Economies of scope

- **Making more use of the range of abilities of the staff and the organisation**
- **Allows 'hidden' or underused skills and abilities to be put to use by the organisation(s)**
- **Also allows staff to engage in multi-tasking, making better use of their time**
- **A key element of most professional training and experience, which equips professionals to undertake a wide range of tasks**
- **Also allows 'time-sharing' – e.g. the 'coal-and-ice' merchant, the orchestral player who also teaches students**
- **May be based on synergy**

Synergy

- **The positive non-linear effects in provision ('the whole is more than the sum of the parts')**

- **Can be synergy between inputs (almost all production requires this), processes (e.g. assessment), outputs (e.g. active leisure sessions in care homes) or outcomes (increased personal mobility + wider public transport network)**

- **Of course, the whole is sometimes LESS than the sum of the parts, especially if they work against each other!**

Group exercise: Developing an approach for assessing the benefits of collaboration and partnership

- **In your groups, identify at least:**
  - **three examples of economies of scale**
  - **three examples of economies of scope**

  … which have been created through partnership working or collaboration

- **Identify ways in which these benefits might be measured by the partnership or collaboration concerned**

Collaborative working through relational contracting

- **In a relational contract, the specification (if it exists at all) is regarded as the worst possible acceptable outcome**

- **The contract is that both parties will ensure that the service is delivered better, cheaper and faster than the specification**

- **Performance management should focus on improvement not on achieving the specification**

- **Example: LB of Harrow**

Collaborative working as 'joined-up services'

- **Meeting holistic needs – joining up services in which ways which match the user's requirements**
  - ➢ Complementing each other's services, so that the overall organisation makes an attractive offer to potential commissioners or users
  - ➢ Reducing transport costs or increasing the speed of service delivery (by client or staff), e.g. through co-location
  - ➢ Reducing transaction costs of service access, e.g. through shared telephone numbers, call centres, etc.

- **Performance management can focus on identifying ways in which these synergies can be identified and used**

Collaborative working as 'resource sharing'

- **Making use of lower cost resources in other units (because of the location, cultural attraction, etc. of those units)**

- **Making use of high value resources in other units which you cannot afford**

- **Making use of specific skills which you need rarely but which are available in other units**

- **Performance management is vital to identifying these possibilities**

Collaborative working as 'risk-sharing'

- **Allows greater specialisation in each unit, as the corporate whole or partnership has a wider portfolio of activities**

- **Allows more experimentation, as at least one part of the partnership is likely to be successful**

- **Allows greater specialisation in risk assessment and risk management**

- **Performance management should ensure that these risks are centred on risk enablement, not simply risk aversion … and on risks for the citizen, not just for the public sector organisation or partnership**

How performance management can help partnership working

- **Identifying the burdens as well as the pay-offs, so that they can be shared appropriately**

- **Promoting joint decision-making (and even shared budgets) by highlighting benefits of synergy**

- **Allowing innovation, so not tied to hard-and-fast specifications**

- **Enabling relationship contracting – highlighting ways of doing the specification cheaper, faster and better**

- **Evaluating a partnership is rather like pulling a plant by the roots to assess its growth – be careful!**

- **Collaborations should be assessed against the principles of 'good governance' as well as outcomes**

- **We need to evaluate the potential of economies of scale and scope**

- **… and we need to explore potential economies from relational contracting, joined-up services, resource-sharing and risk-sharing**

- **Evaluation should be a multi-stakeholder exercise, not simply an internal organisational exercise**

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ENAP Course, September 2018
Performance Management

Prof. Tony Bovaird

Day 5: Performance management in user and community co-production
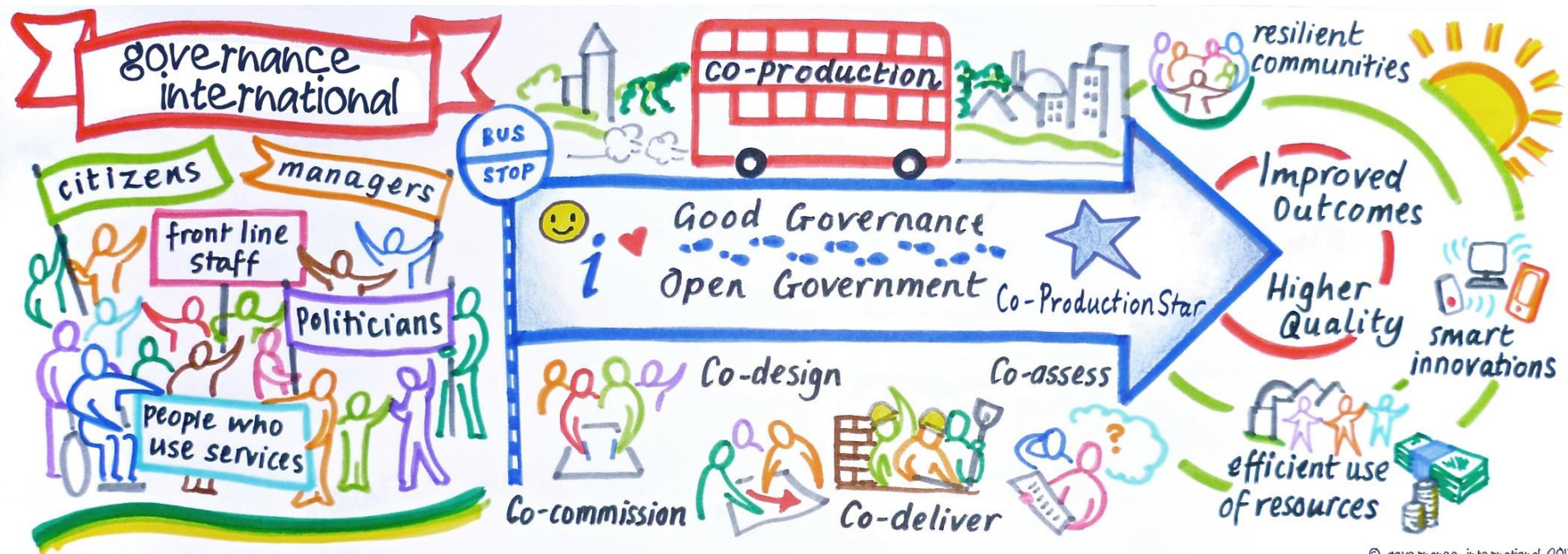
Ice Breaker

Discuss in twos and threes

Find some hidden talent or capability in each member of the group which is currently being underused

(either at work or in their social life)

1. What co-production is and why it matters

What co-production is about?

"It takes two – professionals and communities"

**"Co-production is about professionals and citizens
making better use of each other's assets,
resources and contributions to achieve
better outcomes or improved efficiency."**

http://www.govint.org/our-services/co-production/

What co-production is about?

"It takes two – professionals and communities"

"Co-production is about professionals and citizens making better use of each other's assets, resources and contributions to achieve better outcomes or improved efficiency."

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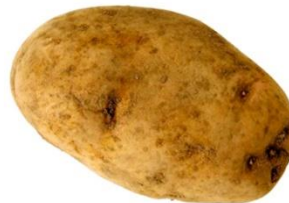
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What is and isn't co-production of public services

Who is involved?	Involvement of service users and communities		
Involvement of professionals	*Level of involvement*	*high*	*low*
	high	**Co-production**	**Traditional service provision**
	low	**Self-help**	**Little service provision**

Co-production in the Governance International Public Value model
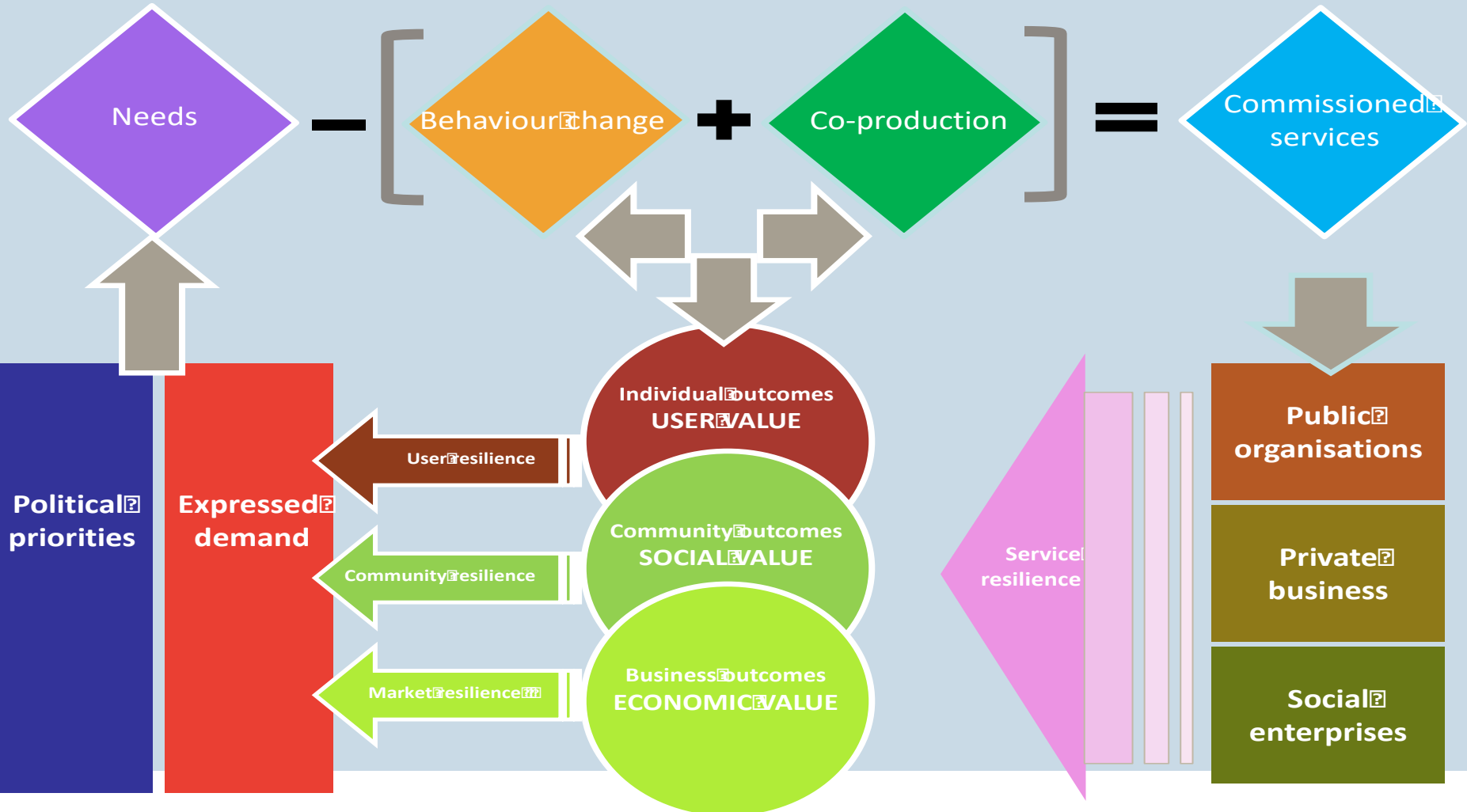
Why 'individual co-production' of public services?

Service users know things that many professionals don't know ...

... and can make a service more effective by going along with its requirements.

... and can change their behaviour to prevent or defer need for future services.

... and have time and energy that they are willing to put into helping others.

STAFF remain vital to excellent services – but their focus in co-production is now on **helping service users to help themselves**.

I never realised it would be so easy when we all do it together!

Why 'community co-production' of public services?

COMMUNITIES **know things that many professionals don't know ...**

... and can make a service more effective by going along with its requirements.

... and can change their behaviour to prevent or defer need for future services

... and have time and energy that they are willing to put into helping others.

STAFF again remain vital to excellent services – but their focus in co-production is now on helping citizens to organise themselves.

9

Distinctive principles of co-production

- **Citizens and staff are active contributors bringing together their skills and expertise.**

- **Collaboration – 'doing with', not 'doing to'.**

- **Achieving outcomes, not just delivering services.**

laurabrodrick@icloud.com
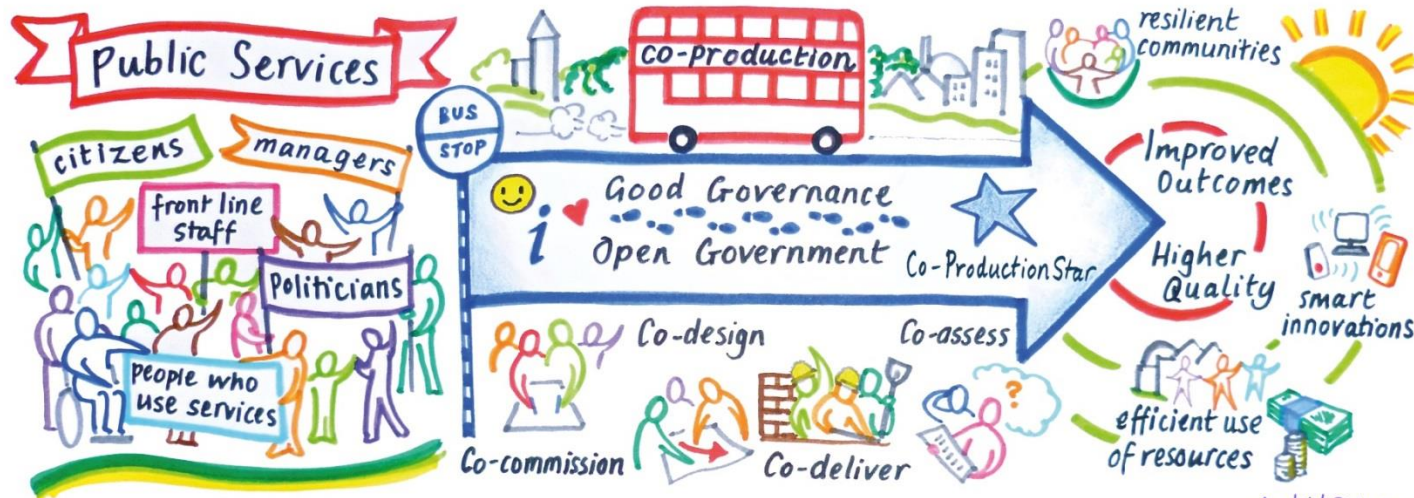
How co-production works in practice:
the Four Co's of the Co-Production Star

- **Personalisation – micro-commissioning**

- **Participatory budgeting**
  (city wide and/or at neighbourhood level and/or for specific groups)
  - **prioritisation of public services**
  - **priorisation of public funding of community projects**

- **Identifying priority outcomes with specific groups**

- **Putting service users and other citizens on procurement panels**

- **Co-planning of services – e.g. deliberative forums, Planning for Real**

- **Co-financing of services – e.g. crowdfunding**

Case: Co-commission (Berlin-Lichtenberg, Germany)

- prioritisation of public policies in austerity

- multi-channel interface for suggestions and voting

- co-production offers from citizens

Source: Governance International Case Study Section at http://bit.ly/sUU0F7

Co-design approaches

- **Innovation labs with service users**

- **Designing communication tools (websites, flyers, newsletters) with experts by experience**

- **Personalisation – designing services and support for better personal outcomes**

- **Designing preventative activities with people accessing services and carers**

- **Neighbourhood redesign of services and facilities with community groups (e.g. Design Labs)**

Case: Co-design (Modena City)

- The most popular section
- 1,000 monthly hits / 20 e-mails with Qs per day
- Regional "Young Space Consultants" Coordination
- Information about drugs/new substances
- Regional coordination centres about drug & alcohol abuse

- Counselling about road and safety
- Advice about driving licences

www.stradanove.net

- Counselling about jobs by trade unions
- Particularly about "unusual jobs"

- Cooperation with *Informagiovani* ensures the accuracy and updating of infomation on study opportunities, leisure activities, rights and duties, travel

CO-DESIGN: Stockport Council social care

Working with service users, carers, partners and staff to design
a website that ...

- service users can understand,
- puts them in touch with people who can help.

Results:

- 67,000 website visits after relaunch
- Calls at contact centre reduced, higher quality calls
- Estimated saving of £300,000 p.a.
- Other councils eager to learn from this best practice – now been incorporated in Care Act 2014

http://www.mycaremychoice.org.uk/

Source: Governance International Case Study Section at http://bit.ly/sUU0F7
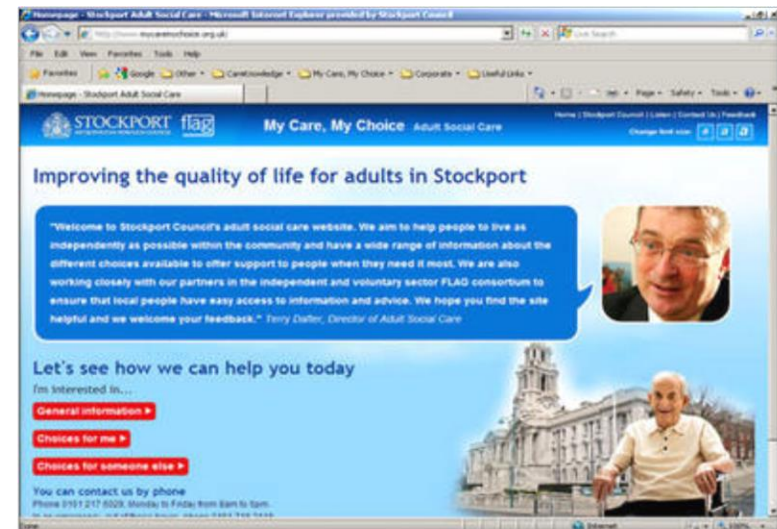
Co-delivery approaches

- **Promoting and supporting self-medication and self-care**

- **Peer support groups, e.g. in mental health, 'expert patients', social media surgeries**

- **Volunteers working with public services**

- **Community asset transfer**

- **Community organisers**

- **'Street champions' (e.g. Streetwatch, Speedwatch)**

- **Community asset management**

Co-delivery (South Somerset)

- **Local residents work with police to fight against speeding cars**

- **40% reduction in vehicles exceeding the speed limit since monitoring began in July 2007**

- **Local councillors mobilised local people to join up the patrols …**

- **… but must also ensure that local groups do not turn into 'vigilantes'**

CO-DELIVER: Reducing hospital admissions with active patients in Highlands Hospital, Sweden

Objective: Increase wellbeing of patients, staff satisfaction and reduce demand for admission in the gastroenterology unit in Highlands Hospital,

Co-production approach:

- Patients moved to self-monitoring rather than coming in for check-ups

- Patients chaired the 'rounds' rather than being treated as 'ill objects'

Results:

- Number of in-patients fell by 48% over 1998-2005

- Patient satisfaction rose

- Adherence to drug treatment shot up

- Much lower morbidity in patients with flare-ups in their condition

The "team" from the patients point of view:
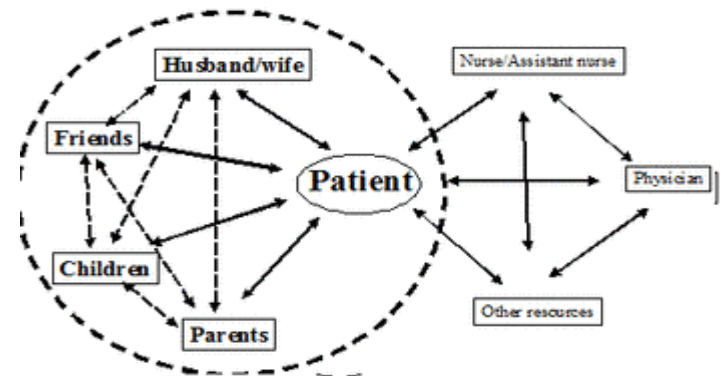
Co-assessment approaches

- **Surveys led by people accessing services or communities**

- **Web-based rating of public services**

- **Action-oriented complaints system – turning complainers into active volunteers**

- **Citizen inspectors or tenant inspectors**

- **Peer review of services with experts by experience**

CO-ASSESS: Complaints management in LB of Camden

Source: Governance International Interviews

Group exercise

Identify in your group some examples of each of the 4 Co's from your own experience (work or private experience)

Which of the 4 Co's appears to be most common?

Which of the 4 Co's do you think should now be given more importance in your work?

Example of all 4 Co's: Recommissioning of young people services in Surrey County Council

Objective

- **Improve employability of young people in Surrey CC**

•**Approach**

- Outcomes-based commissioning
- **Involving young people in the co-commissioning, co-design, co-delivery and co-assessment**
- **Focus on prevention and effective support for disadvantaged young people**

Results

- **A 60% reduction in the number of young people who were NEET (2012-2014)**
- **A 90% reduction in the number of young people who were first-time entrants to the criminal justice system (2009-2013)**

Performance management in co-production

- **Measuring how much co-production is taking place**

- **Measuring what are the benefits of co-production**

But just how common is co-production?
EU representative citizen survey in 2008

- **Telephone survey of a representative random sample of 4,951 adults (18+ years), about 1,000 interviews each in Czech Republic, Denmark, France, Germany and the UK**

- **Focus on three different sectors:**
  - *Community safety*
  - *Local environment*
  - *Public health*

- **Issues to be explored:**
  - (1) **How big a role do citizens play in public services?**
  - (2) **Does involving citizens change their attitudes and expectations towards public services?**
  - (3) **Is the role of citizens in public services likely to be more important in future?**

Co-production indicators (in rank order)

Indicator	Percent often (yes)
Take care to lock doors, windows	~85
Try to recycle household rubbish	~82
Try to save wate/electricity at home	~81
Walk, cycle, or use public transport	~53
Change to a more healthy diet	~53
Try to exercise	~52
Keep an eye on neighbor's home	~43
Ask neighbors to watch your home	~41
See doctor for health check	~34
Take care of sick family or friends	~28
Tell others not to drop rubbish	~26
Intervented to stop anti-social behavior	~17
Reported crime to police	~11
Reported community safety problem	~11
Participate in health group	~9
Participate in environmental group	~7
Participate in public safety group	~6
Ask police for safety advice	~5

Percent often (yes)

Index of co-production

Environmental improvement	61
Health improvement	52
Safety (crime prevention)	45
Safety (crime reporting)	33

0 — None

100 — Maximum
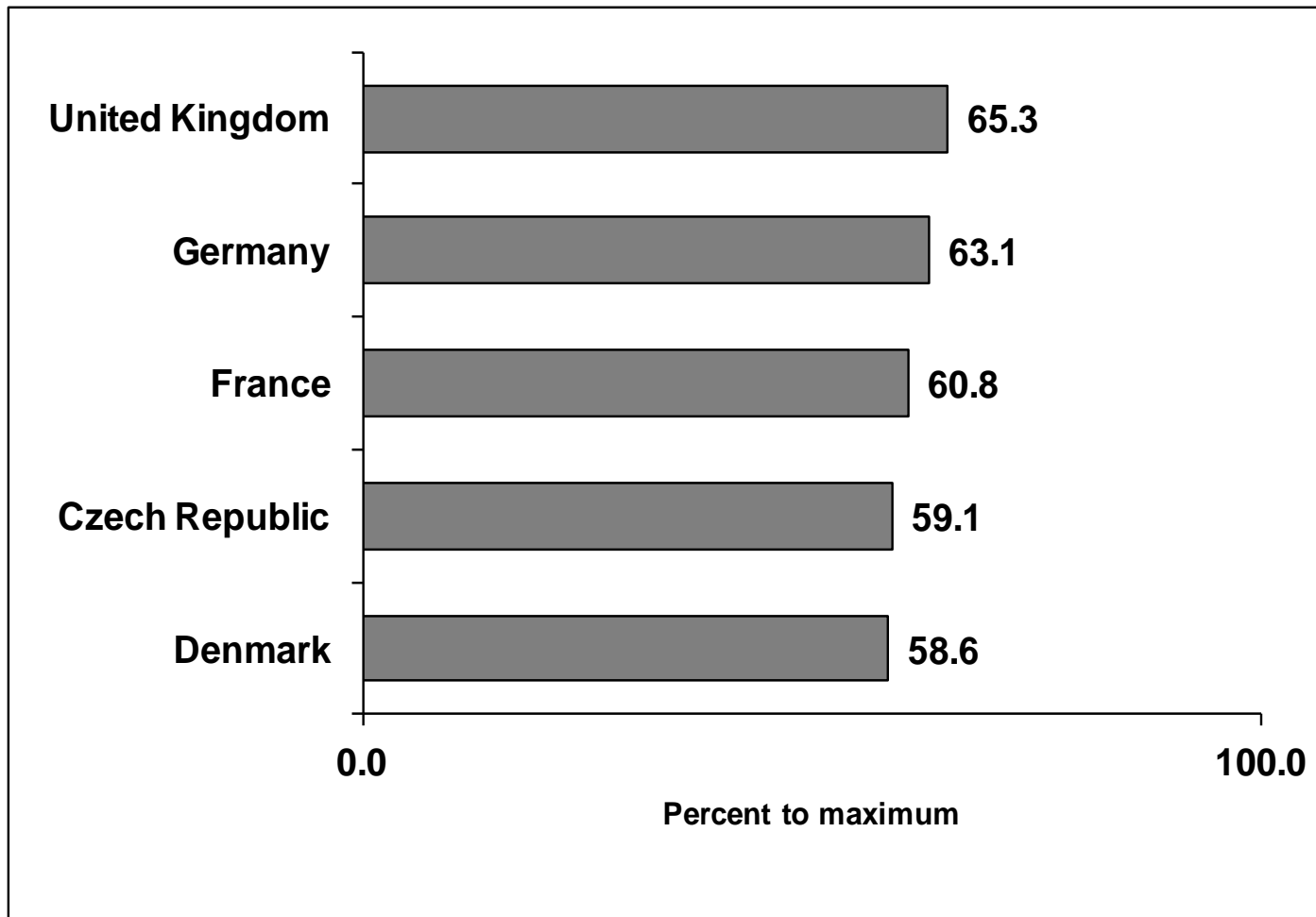
The index is a min-max (0-100) scale, with 0 representing minimum co-production (answering "never" to all the co-production questions) and 100 representing maximum (answering "often" to all the co-production questions).

Collective co-production index

	Value
Czech Republic	39.6
Germany	37.4
Denmark	34.9
United Kingdom	34.2
France	31.3

0 — 100

Percent to maximum
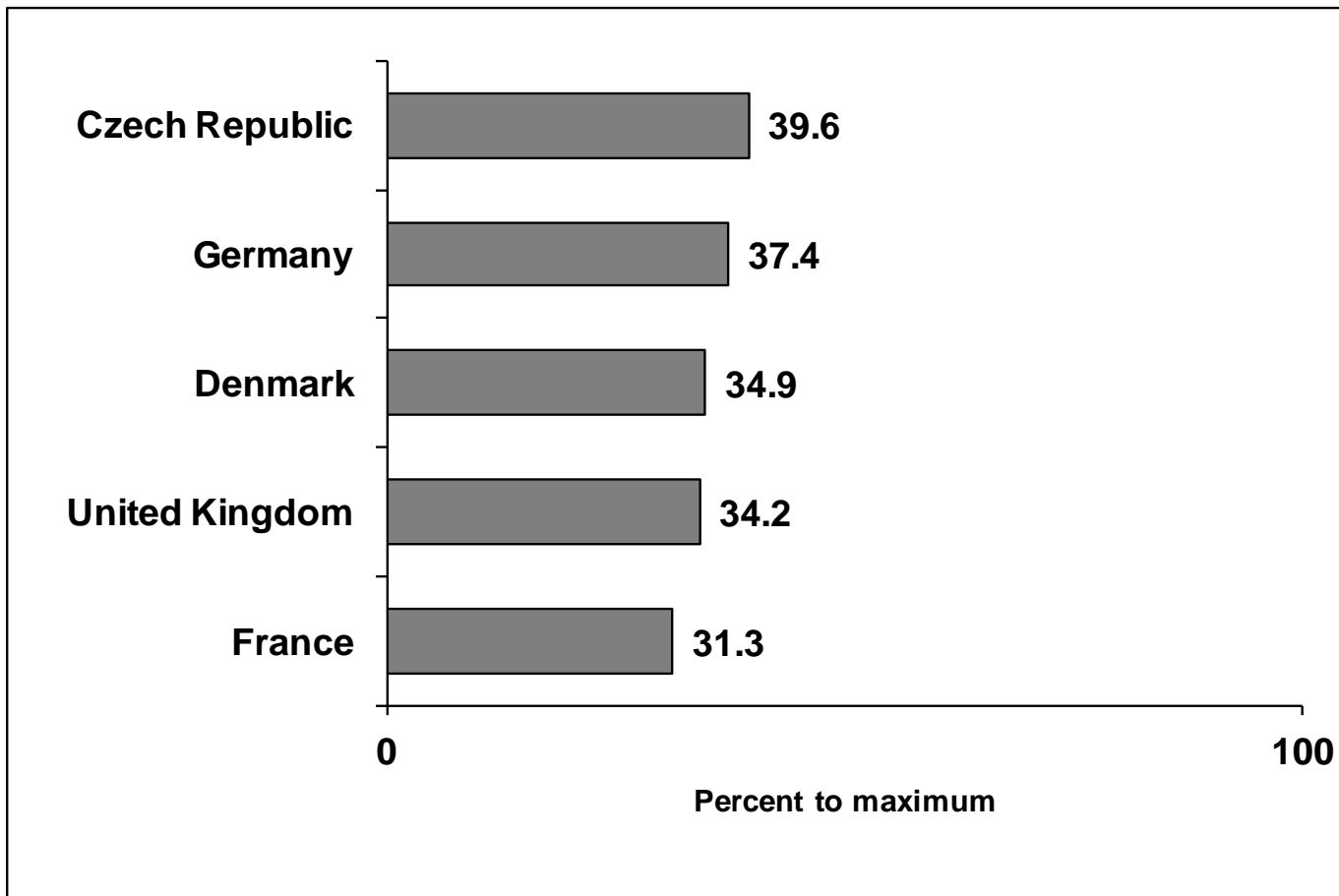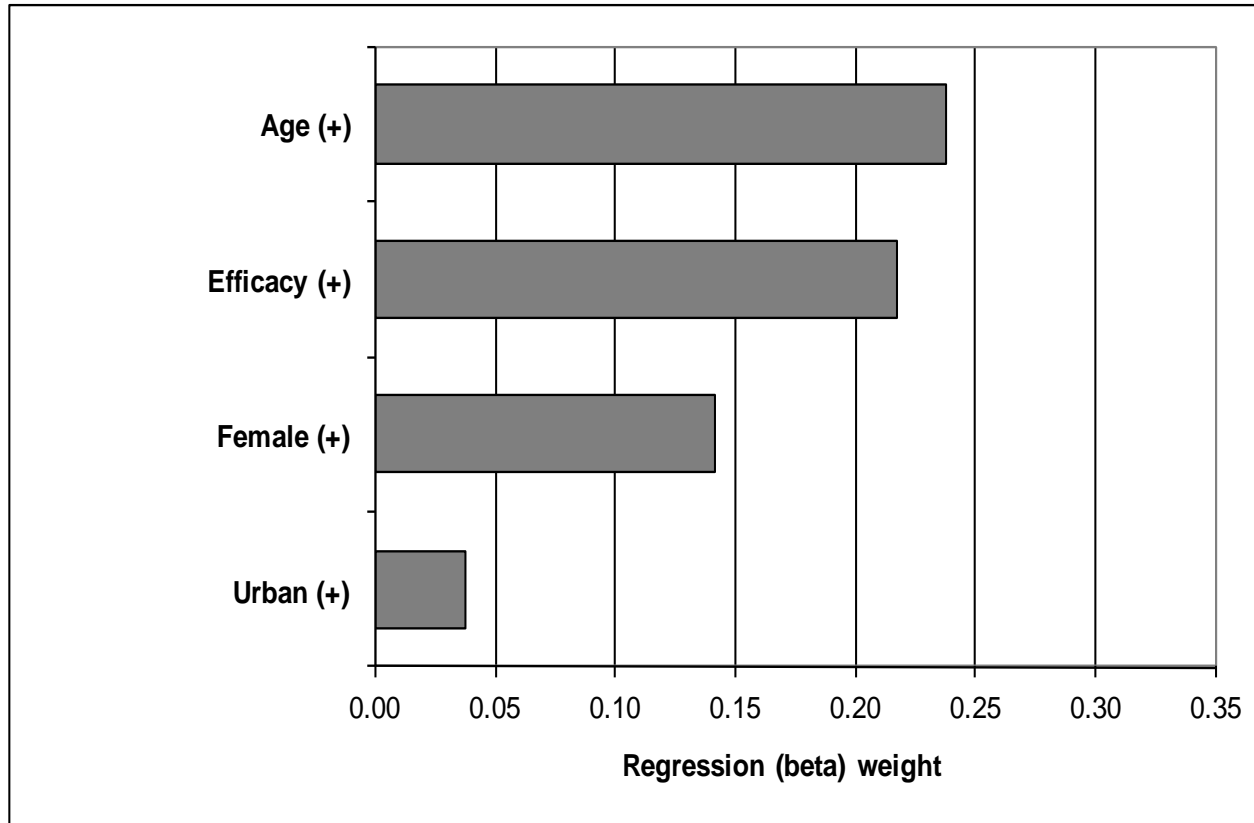
Key drivers of collective co-production

The potential of co-production

Willing to do more a few hours a month 43%

Willing to do more a few hours a week or more 28%

Not willing to do more at all 29%
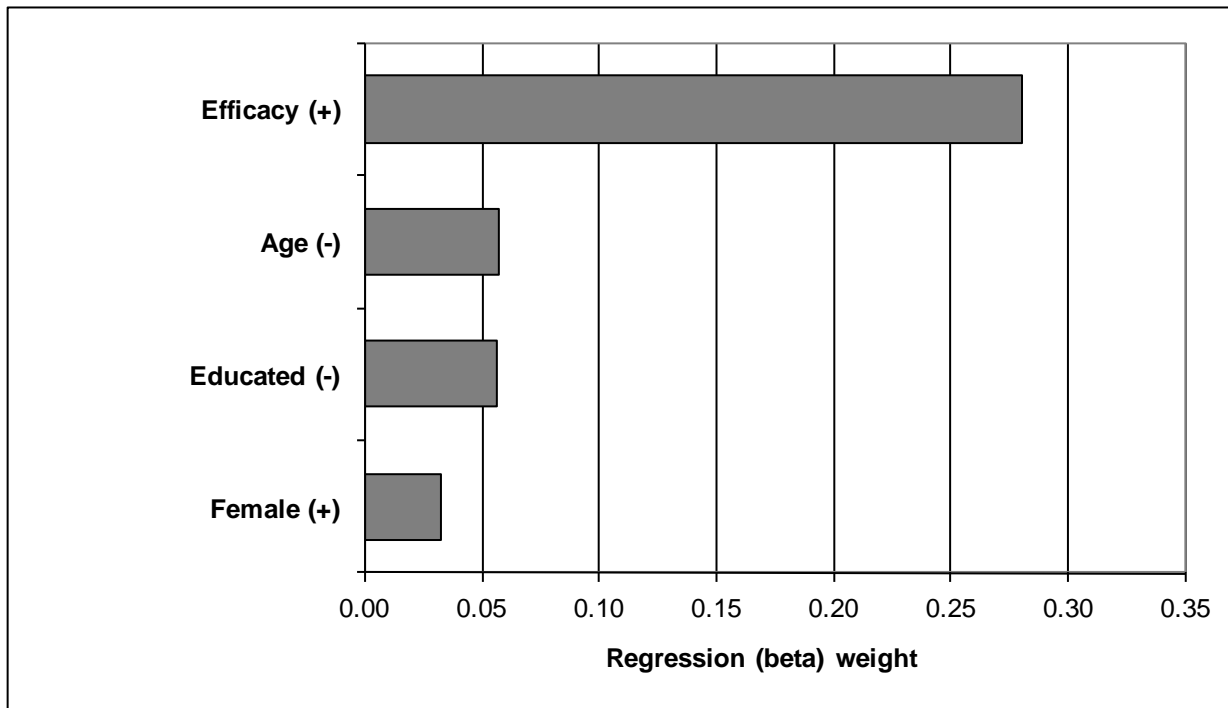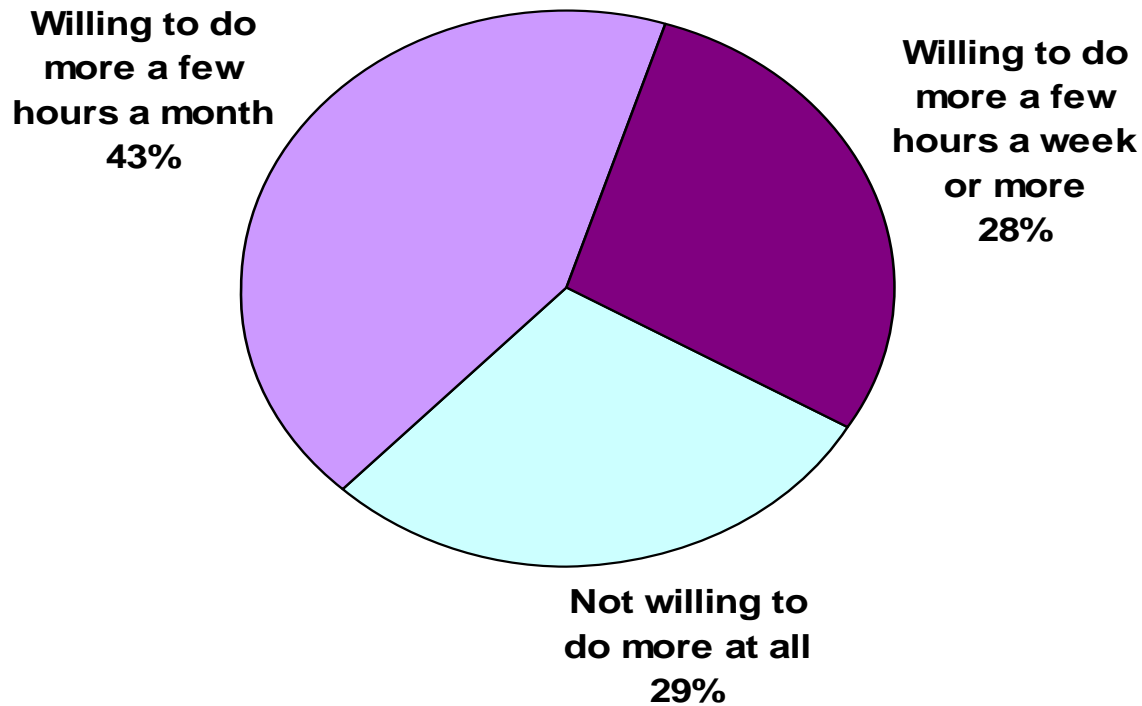
What we found

- Six of our 15 key behaviours were individual
- Six involved doing things for others or interacting with others
- Three were group activities

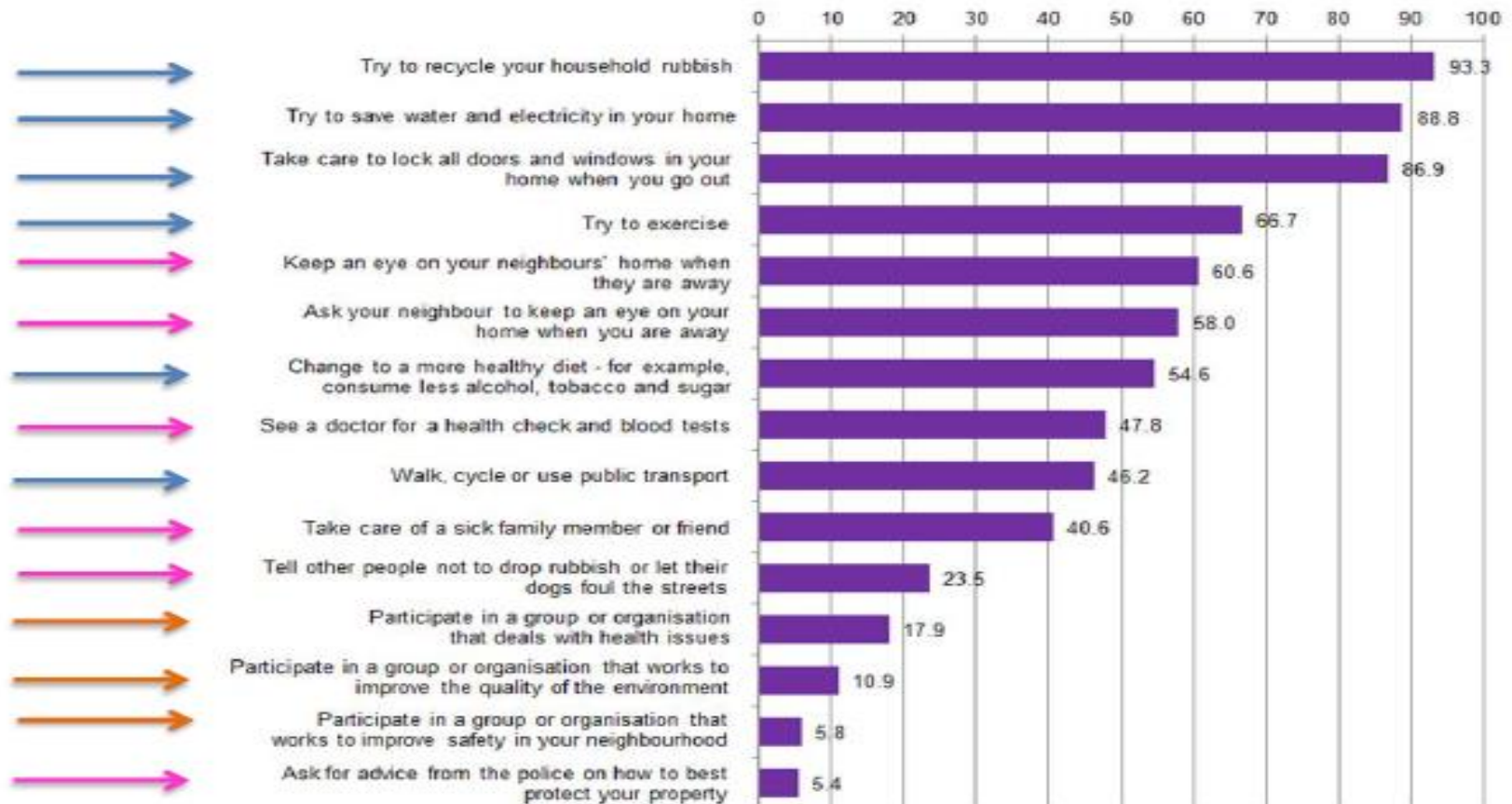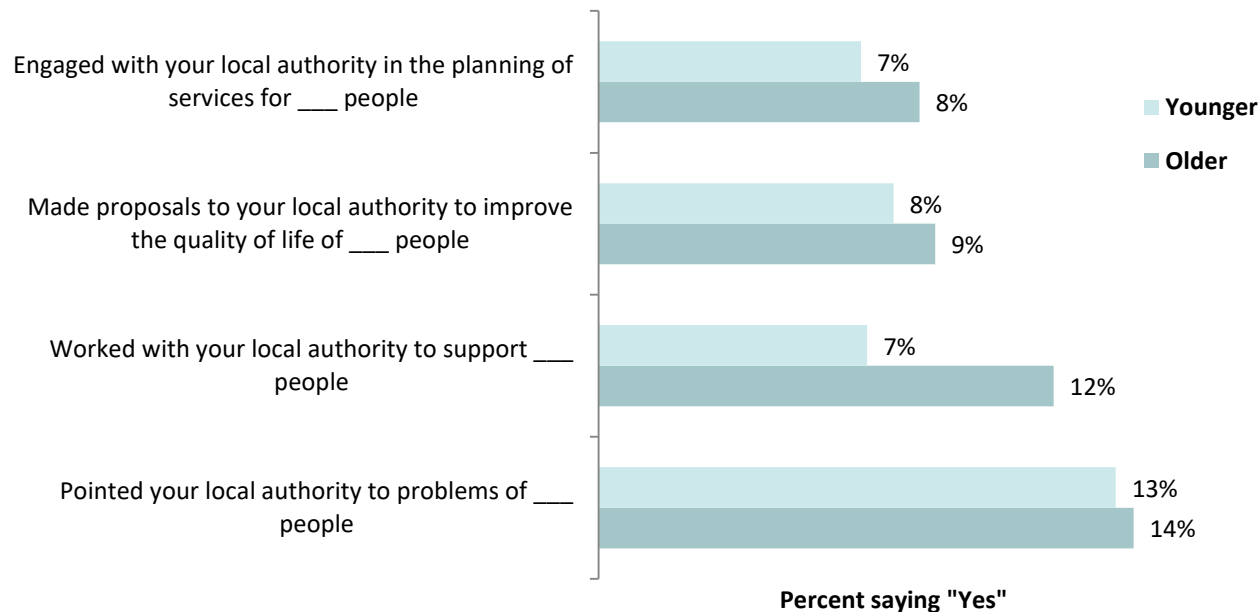| Behaviour	%
Try to recycle your household rubbish	93.3
Try to save water and electricity in your home	88.8
Take care to lock all doors and windows in your home when you go out	86.9
Try to exercise	66.7
Keep an eye on your neighbours' home when they are away	60.6
Ask your neighbour to keep an eye on your home when you are away	58.0
Change to a more healthy diet - for example, consume less alcohol, tobacco and sugar	54.6
See a doctor for a health check and blood tests	47.8
Walk, cycle or use public transport	46.2
Take care of a sick family member or friend	40.6
Tell other people not to drop rubbish or let their dogs foul the streets	23.5
Participate in a group or organisation that deals with health issues	17.9
Participate in a group or organisation that works to improve the quality of the environment	10.9
Participate in a group or organisation that works to improve safety in your neighbourhood	5.8
Ask for advice from the police on how to best protect your property	5.4

% of respondents saying they 'often' do this

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German study, 2014: Research design

1) **11 focus groups targeted at staff of local authorities and nonprofit organisations** in four regions (*Länder*) in Germany (Baden-Württemberg, NorthRhine-Westphalia, Saxony and Berlin-Brandenburg)

2) In each region, focus groups discussing co-production in **social care & health, young people or community safety**

3) Following the focus groups, **large-scale citizen survey (1,000 citizens) to explore level & potential of co-production to improve:**

   1) **quality of life of older people**
   2) **development opportunities for younger people aged > 16 years**
   3) **employability of younger people**

Extent of co-production of citizens with their local authority to improve the quality of life of young or older people is quite low

Have you in the last 12 months in your spare time ...

| Question	Younger	Older
Engaged with your local authority in the planning of services for ___ people	7%	8%
Made proposals to your local authority to improve the quality of life of ___ people	8%	9%
Worked with your local authority to support ___ people	7%	12%
Pointed your local authority to problems of ___ people	13%	14%

Percent saying "Yes"

Level of engagement of citizens for young and older people

About how often in the last 12 months have you done the following things in your spare time?

Co-production benefits : Governance International Public Value Model
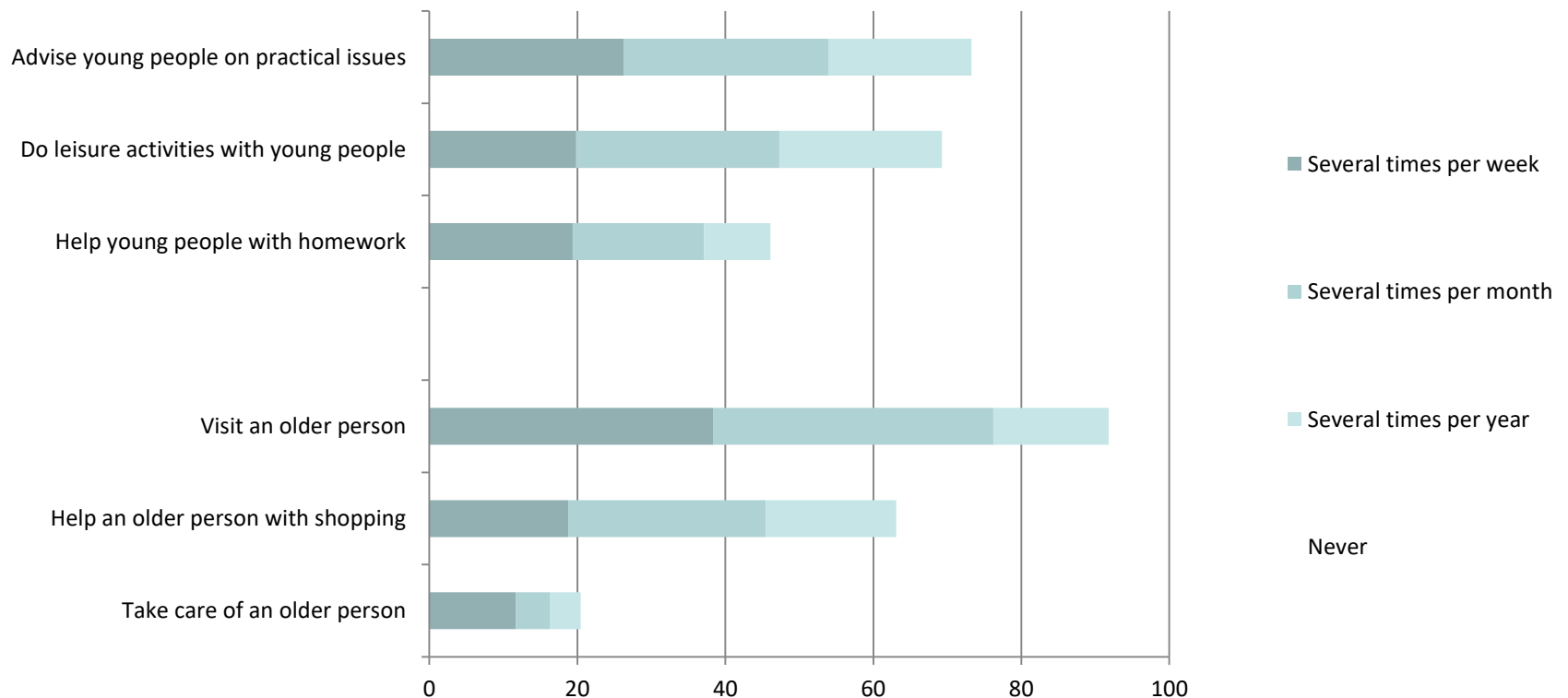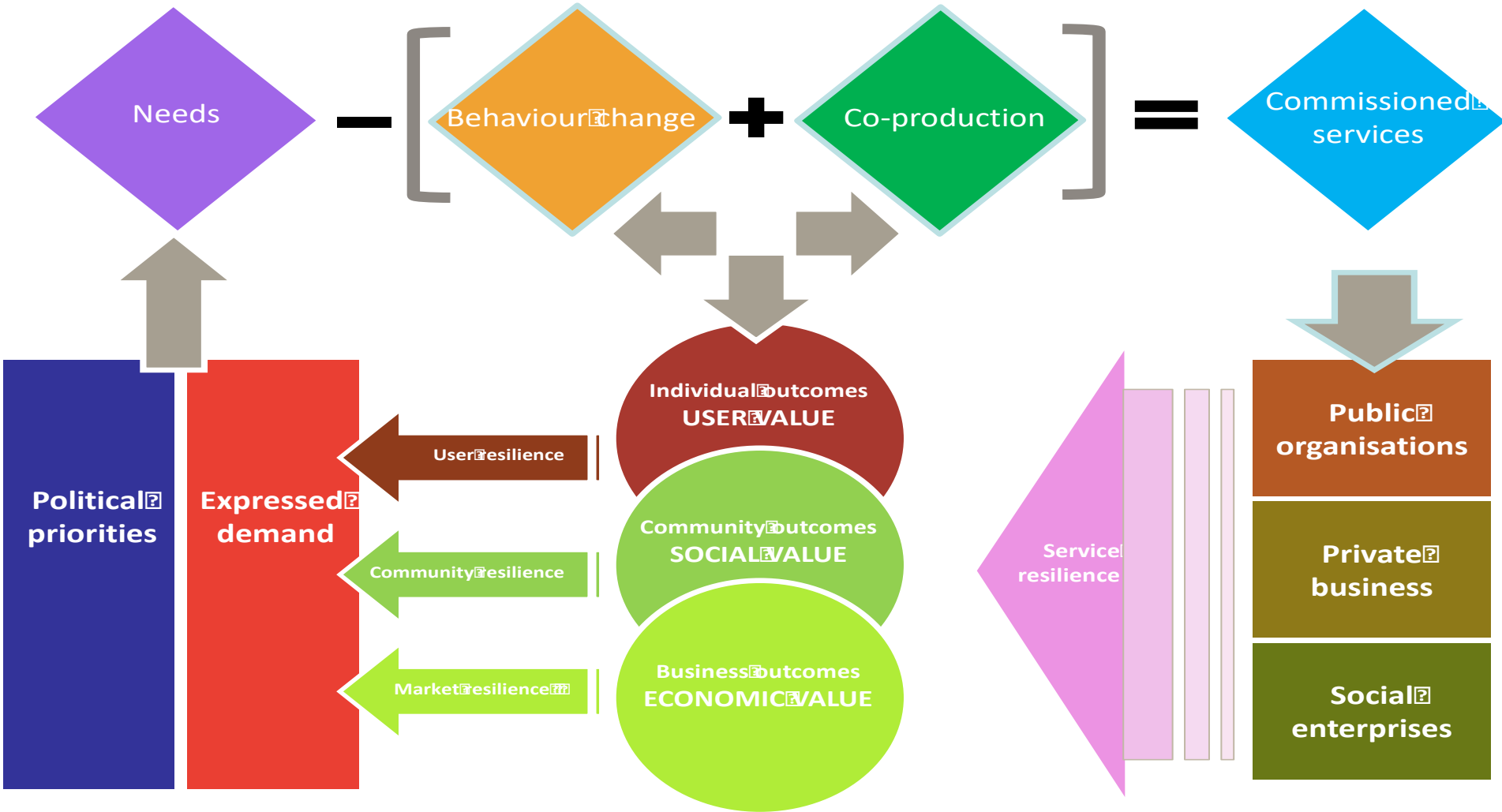
What the benefits of co-production?

What is the value of the 'non-monetarised' economy?

- **Formal volunteering in UK – estimates range from 25% – 75% of GDP**

- **Value of unpaid social care in UK – estimated at over £80bn p.a. (compared to social care spend of over £20bn)**

- **Canadian government study estimated value of unpaid 'work' at 30-40% of GDP**

Measuring benefits of co-production through case studies

Co-commission

Co-design

Co-deliver

Co-assess

Group discussion: Performance management of co-production

- **How would you measure how well your service or your organization is doing in terms of:**

    - **Co-commissioning with citizens**

    - **Co-design with citizens**

    - **Co-delivery with citizens**

    - **Co-assessment with citizens**

- **What steps do you need to take to improve this performance?**

Co-production and democracy

- **Offers the potential for a very different way of building democratic action – from the bottom up**

- **Forms of co-production are likely to be linked – co-delivery or co-assessment may lead to co-commissioning - and co-producers are likely to see benefits from co-ordination**

  - **Often involving neighbourhood action**

  - **Led by neighbourhood champions**

  - **Fighting for a vision of neighbourhood priorities**

- **Co-production may promote collective action – but generally NOT through Parliaments or council assemblies**

- **May complement representative democracy – or not?**

Potential limitations

- **Not everyone WANTS to co-produce, not everyone CAN co-produce** – we need a variety of service models.

- **Co-production is generally not 'free'** – it requires resources and investment for its full potential to be realised.

- **Isn't co-production risky?**

Where does that leave the 'jaws of doom'?

- **Rising demand, falling grant, unwilling local taxpayers = DOOM**

- **But … 10 extra years of life for all citizens?**

- **Very old have different health costs? But also different asset levels?**

- **75 yr-olds of future with as much energy as 65 yr-olds of past? And could be mobilised?**

- **Main cause of health & social care costs in public sector is isolation, loneliness, lack of social life – move to 'Wellbeing Society' instead of the 'Welfare Society'?**
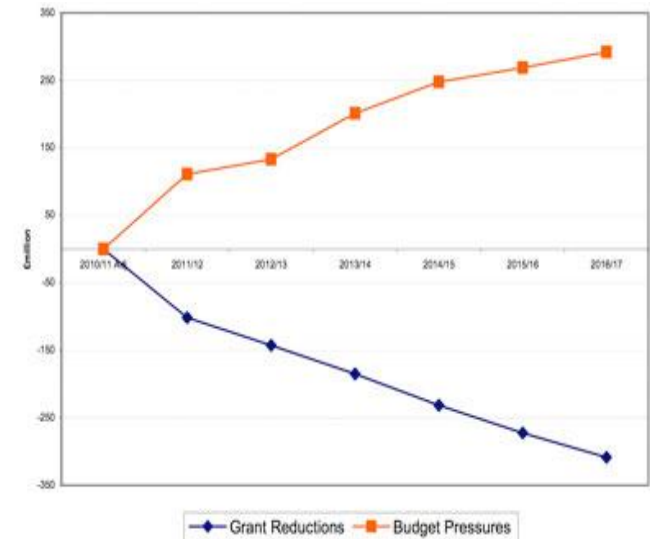
Reach for the Co-production Star

Toolkit for a five step transformation process to improve **co-commissioning, co-design, co-delivery and co-assessment:**

1. **Map** existing co-production approaches and new opportunities (Co-production Explorer)

2. **Focus** on those with highest impact (Outcome-Contribution-Matrix)

3. **People** your co-production approaches (Capabilities Assessment)

4. **Market** the behaviour change (Co-production Charter)

5. **Grow** co-production through culture and system change (Outcomes-based Commissioning).

Next steps: improving outcomes in your organisation through co-production

- **Participants should fill out a card to specify one step their own organisation should take to improve outcomes in your organisation through co-production.**

- **How would you assess the performance of this policy initiative – its quality, its output, its outcomes?**

Key step: Just do it!

What we offer to support effective co-production

- **Co-production Star Training** to provide public services and communities with skills for co-production

- **Asset-mapping** based on the See What You Can Do-Toolkit

- **CitizenPoweredCouncil Lab** for public services to co-design and co-deliver a co-production strategy for improved outcomes and savings based on the Co-Production Star

- **Peer reviews and study visit programmes** to learn from co-production champions in the UK and internationally

- **Master classes for commissioners on outcomes-based commissioning**

resilient communities

Improved Outcomes

Higher Quality

smart innovations

efficient use of resources

laurabrodrick@icloud.com

Evaluation of the course: Topics

- **Performance management – some silver rules**

- **Mapping pathways to outcomes**

- **Performance management as evaluation**

- **Performance management in partnerships and networks**

- **Performance management in user and community co-production**

So … learning points?

- **What have been the main learning points for you from this course? PLEASE WRITE ON GREEN CARDS AND PUT ON PINBOARD**

- **What are the NEXT STEPS that you will take to put this learning into practice? PLEASE WRITE ON YELLOW CARDS AND PUT ON PINBOARD**

- **What would you like to learn MORE about in relation to performance management? PLEASE WRITE ON RED CARDS AND PUT ON PINBOARD**

ASSIGNMENTS

- **Let's discuss what you need to do in the assignments**

	Agree	Disagree
Involving citizens in the commissioning of public services will help to identify lower priority services		
Harnessing the ideas and insights of citizens and front-line staff in service design will trigger innovations		
Giving citizens a bigger role in the delivery of public services will make big efficiency savings		
Involving citizens in the assessment of public services will bring big improvements in quality		
Front line staff are keen to enable citizens to contribute actively to public services		
Most citizens do not want to get engaged – only the usual suspects		
Citizens trust politicians to do what is good for their wellbeing		
Public sector managers already understand how to support citizens to solve problems for themselves		

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