

Report to the Annual General Meeting

Policy Lab update: Performance Framework

16 November 2016

This paper aims to:

- Present the work carried out as part of the Policy Lab project to develop a performance measures framework for co-operative councils
- Outline next steps

1. Introduction

- 1.1 The co-operative council approach is one based on values. It is a case of 'it's not what you do, but the way that you do it' – and the added social value that that difference can make – the co-operative difference. And there has always been recognition of the difficulty of measuring the co-op difference, in particular the 'soft' nature of some of the cultural and social outcomes that we aim to engender through working in this way.
- 1.2 Many discussions have taken place over the past couple of years to reach a conclusion as to how we can consistently measure the difference, however to date there has been no agreed approach or framework developed against which co-operative councils can accurately evidence the difference and impact that is brought about by working co-operatively.
- 1.3 The Policy Lab project aims to bring all the previous work together and produce the first iteration of an evaluation framework. Following the presentation of the framework at the AGM there will be further work to test and pilot the methodology and the framework before the final iteration is published.

2. The need for a new measuring stick

- 2.1 As councils we all have issues with which we need to deal. For most issues there is now a set of indicators and measures (the majority of which are quantitative) that will tell us whether the solution / service we have in place is working and whether or not it is value for money. In the main we share these indicators and measures with our fellow authorities and this won't change. For one thing, we need to be able to benchmark against other councils and for another there will always be a need to know whether something is performing well and is providing value for money.
- 2.2 However, in the majority of cases these measures are not able to effectively measure the difference we make by the way in which we go about doing

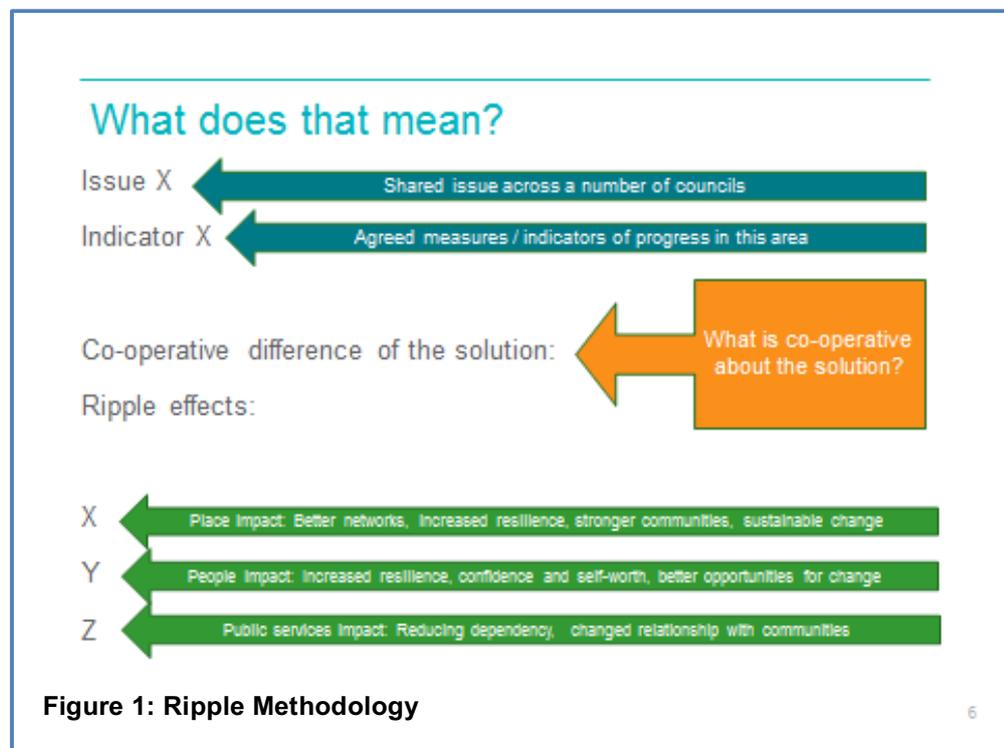
something – measuring the co-operative difference. There are a number of reasons for this, including:

- Value for money is the key focus of performance measurement which focuses on efficiency and cost.
- A preference for metrics to be output not outcome-based – this is partly due to outputs being more easily and more quickly realised in most cases than outcomes. With a values-based ethos you need to consider how you will measure changes in attitudes and culture over time – it is not a quick win.
- Some of the metrics we want to capture are around the feelings and perceptions of individuals and communities which require non-traditional methods of collecting and evaluating evidence that often aren't available.

2.3 As a co-operative council, we are set apart by **how** we go about getting the desired result and in doing so maximise the social, physical and emotional value added that can be gained from each solution we put in place – the ripple effect across place, people and public services.

3. The Co-operative Ripple

3.1 Co-operative Councils have always championed local solutions for local areas. The idea that 'one size fits all' has never chimed with the co-operative way of getting things done. Figure 1 below shows that whilst a number of councils might be working on a shared issue and have an approved set of high level indicators for measuring progress, that it is actually how you go about designing the intervention that enables the co-operative difference to be optimised.



- 3.2 The methodology sets out to prove the co-operative difference across three elements – place, people and public service. For example, the ripple of effect of removing barriers to higher-skilled employment might be as follows:
- Place: the employer solves a labour issue, sees the borough as a good place to do business, uses local supply chains, creates a strong local economy.
 - People: effect on the employee and the ability they have to provide for their families and their chances for the future.
 - Public Services: see an increase in the level of trust and goodwill from businesses in the borough which means better relationships leading to increased partnership working with the private sector.
- 3.3 The next question we asked ourselves was, so: What does co-operative look like?' i.e. what sort of a place, what kind of people and what type of public services would we want to create through the way that we work?
- 3.4 A small working group made up of representatives from Knowsley, Oldham and Edinburgh sketched out what a co-operative place might look like and this work has been built on still further and this has created a co-operative ideal for place, people and public service. The current version of each is illustrated below.

A co-operative place is:

- A strong economy and opportunities for further economic growth
- Thriving businesses and enterprising residents
- All sectors working towards a joint vision for place
- High levels of productivity with everyone doing their bit
- Diverse and cohesive communities benefiting from equal opportunities

Co-operative people are:

- Confident and resilient, willing to work with other residents and public services
- Skilled, productive, employable and healthy
- Able to find solutions for themselves, their families and communities
- Involved in their communities, happy to help others
- Proud of where they live and their identity

Co-operative public services:

- Have a shared, and asset based, understanding of people and places
- Collaborate effectively to develop both people and place based solutions – a coop deal
- Pool assets and resources to tackle challenges
- Find new and effective ways of working with residents and other stakeholders
- Focus on delivering shared outcomes and maximising social value

- 3.5 Additionally, having the co-operative ideal in place means that the methodology can not only be used to measure the co-operative ripple of solutions that we develop, but it can also be used during the development of solutions to ensure that we are able to make the co-operative ripple as strong as possible.

4. How do you measure it?

- 4.1 In terms of the co-operative outlines detailed above, each one of these 'ideals' comes with a set of high-level indicators which **in the long term** will tell us whether we are making progress by the way in which we are going about designing solutions and enabling others to act.
- 4.2 However, in terms of measuring the impacts in the shorter term, bearing in mind that these might be much softer, more qualitative and only able to be felt at a very local level initially. Additionally, there may be outcomes and impacts that we might not have anticipated which we need to be able to capture further down the line.
- 4.3 Figure 2 shows how we would expect to see blended intelligence and analysis being used to enable us to evaluate individual solutions / projects over time.

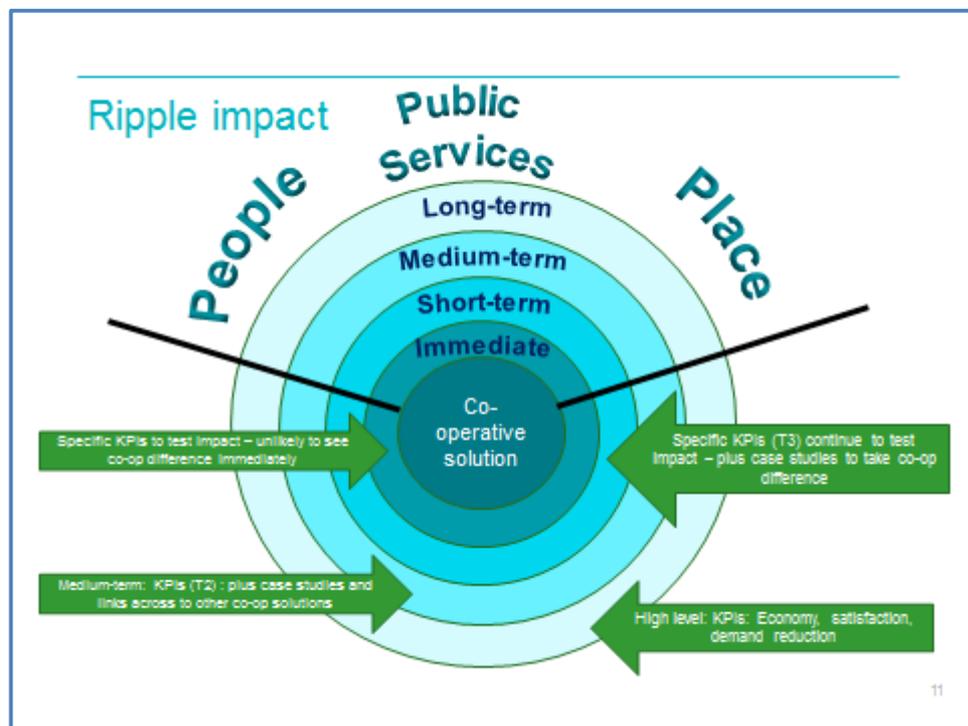


Figure 2: Measuring the ripple

- 4.4 This would require systems for gathering intelligence and feedback at a community level (e.g. social networks/community researchers); use of social media and other feedback channels (e.g. including reputation tracker and sentiment analysis); use of case studies and more qualitative performance measurement methods. This new type of intelligence will provide richness and depth to the information gleaned through more traditional methods of intelligence gathering (e.g. residents surveys; performance monitoring).

5. Next steps

- 5.1 The next steps in terms of publishing the framework are as follows:
 - Send the co-operative ideal outlines out to members to refine and agree (end of Nov 2016).

- Identify two or three CCIN Member Councils who will pilot the methodology on live examples of co-operative solutions that are either in development or in implementation (Nov 2016).
- Working group to consider the feedback on the ideals, finalise the high level KPIs for each one, and use the outcome of the pilots to inform the final publication (January 2017).

5.2 The Policy lab was agreed with £10,000 of funding which is unused as yet. Once the methodology has been tested it is intended that the funding be used to develop new methods of collecting and evaluating the evidence we need to prove the co-operative difference that we make.

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