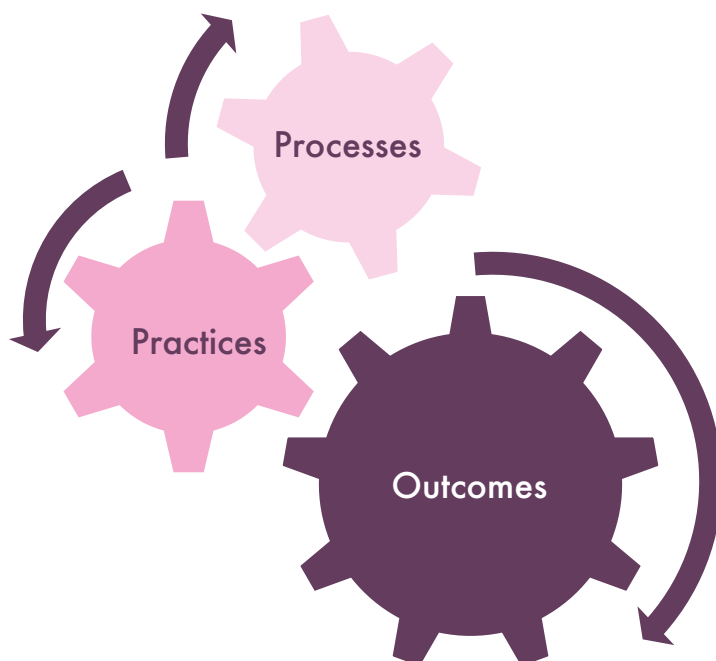


Performance management for outcomes

A good practice guide for public bodies





Northern Ireland Audit Office

Performance management for outcomes

A good practice guide for
public bodies

Contents

	Page
Part 1: Introduction	2
Programme for Government – context and accountability	3
Part 2: What is performance management?	5
Performance management focuses on outcomes	6
Performance information provides the facts for leaders to act on	6
Part 3: The performance management process	7
Introduction	8
A framework for performance management	9
Stage 1: Understanding the environment	9
Stage 2: Setting priorities	10
Stage 3: Allocating resources and understanding levers for action	11
Stage 4: Performance management	13
Stage 5: Monitoring performance	15
Stage 6: Delivering improvements	16
Part 4: Performance measurement for outcomes	17
Performance measurement for outcomes	18
Focusing on outcomes	18
Outcomes based accountability (OBA) focuses on impact, not quantity	19
Population Accountability focuses on the outcomes we want for our citizens and communities	20
The Seven Population Accountability Questions	20
Performance Accountability focuses on the services and programmes delivered to citizens and communities	21
The Seven Performance Accountability Questions Performance	21
Three kinds of performance measures	21
Performance measurement framework	23
Understanding partnerships and collaborative working is key	24

Data quality is important	25
Rigorous scrutiny supports continuous improvement	25
Avoiding perverse incentives	26
Case Studies	
Case Study 1 South Eastern Health and Social Care Trust: Large-scale Implementation and Culture Change	28
Case Study 2 Case study: Policing and Community Safety Partnerships (PCSPs) and their contribution to Programme for Government (PfG)	29
Appendices	
Appendix 1: Good practice self-assessment toolkit	32
Appendix 2: Programme for Government Outcomes Framework	38
Appendix 3: Effective stakeholder engagement – good practice guidelines	39
Appendix 4: Seven performance accountability questions	41
Appendix 5: Example of outcomes based report card	43
Acknowledgments	45

Glossary

Term	Explanation
Baselines	This is a multi-year display of graphical data (e.g. for particular indicators) with two parts – an historical part which shows what has happened in the past and a forecast part that shows the future likely direction if things stay as they are.
Indicators	These are used to help quantify the achievement of an outcome and provide an insight into how well we are doing. So, for example, if the outcome is a safe community, a potential indicator could be ‘prevalence rate of crime from the NI Crime Survey.’
Outcomes Based Accountability (OBA)¹	Outcome Based Accountability (OBA) is also known as Results Based Accountability (RBA) and is an approach to thinking and taking action to improve peoples’ lives. It can be used both for strategic planning and for improving service or programme performance.
Outcomes Framework	An outcomes framework is quite simply an agreed set of outcomes and indicators that can demonstrate whether, and to what extent, an initiative has positively contributed to improving people’s lives.
Performance accountability	This is about the well-being of client populations who receive a service from an agency or service provider. Accountability for the success, or otherwise, of a programme, service or project rests with those who provide it.
Performance measures	These are used to evaluate how well a service, project or programme is performing. Performance measures are categorised under the headings: “how much did we do?”, “How well did we do it?”, and; “Is anyone better off?”
Population accountability	A system or process for holding people in a geographic area responsible for the well-being of the total population or a defined sub population.
Turning-the-curve	This is the planning process used within OBA to turn talk into action. It is a seven-step method that explores baseline measurement information and invites stakeholders to explore the story behind the baseline; the partners needed going forward, and; the knowledge of what works to do better that in turn can inform action.

¹ The guide draws on the techniques set out by Mark Friedman in his book ‘Trying Hard is Not Good Enough’, which describes a range of practical techniques supporting an increased outcomes focus in public policy. The paper is not intended as a manual for Results Based Accountability™ (or Outcomes Based Government™ as it is also known) but, outlining the approaches used.

Abbreviations

ALB	Arm's–Length Body
NCB	National Children's Bureau
NEET	Not in Education, Employment, or Training
NIAO	Northern Ireland Audit Office
NIGEAE	Northern Ireland Guide to Expenditure Appraisal and Evaluation
NISRA	Northern Ireland Statistics and Research Agency
OBA	Outcomes Based Accountability
OECD	Organisation for Economic Co-operation and Development
PCSP	Policing and Community Safety Partnerships
PFG	Programme for Government
SEHSCT	South Eastern Health and Social Care Trust
QII	Quality Improvement and Innovation

Part 1: Introduction

Part 1: Introduction

- 1.1 In 2014, the Northern Ireland Executive asked the Organisation for Economic Co-operation and Development (OECD) to provide an assessment of its public sector reform agenda. A key recommendation in its report published in 2016² was that the Executive should ‘*prepare and implement a multi-year strategic, outcomes-based Programme for Government (PfG) framed by a vision for Northern Ireland’s people and its economy*’. In September 2016 the Executive launched a consultation on its Programme for Government³, setting out its intention to move the Programme to an “outcomes based approach”.
- 1.2 An outcomes-based approach represents a fundamental shift in how Northern Ireland plans to deliver improvements in public services. It focuses on outcomes of societal wellbeing, rather than inputs, processes and outputs of public services, and requires a major cultural change in public bodies. Effective partnership working across all of government, in particular, will be key to the planning and delivery of improved outcomes.
- 1.3 The PfG framework provides an overview of the key strategic priorities for the Executive. To be effective, it must be underpinned by robust performance management arrangements in each of the public bodies that contribute to the delivery of the intended outcomes presented in the PfG.
- 1.4 The purpose of this Guide is to help public bodies implement this change, to manage performance to deliver better outcomes for citizens. It is not intended to be a “step-by-step” guide, but offers a framework for developing performance management processes. The Guide brings together best practice across all elements and stages of performance management drawn from local, national and international work relevant to the public sector in Northern Ireland. It is intended to complement current guidance, for example, the focus on outcomes is consistent with and reinforces the NIGEAE guidance⁴ on how project objectives should be framed in a business cases. The guide provides an overview of the outcomes based approach, providing a framework for better planning and delivery of public services. The guide also includes a good practice self-assessment toolkit for use by public bodies (**Appendix 1**). The guide also provides two case study examples demonstrating the practical application of an outcomes based approach.
- 1.5 This is the first of a series of good practice guides designed to support the delivery of the new outcomes based approach in the draft Programme for Government. It will be followed by the publication of two further guides, on partnerships and on innovation.

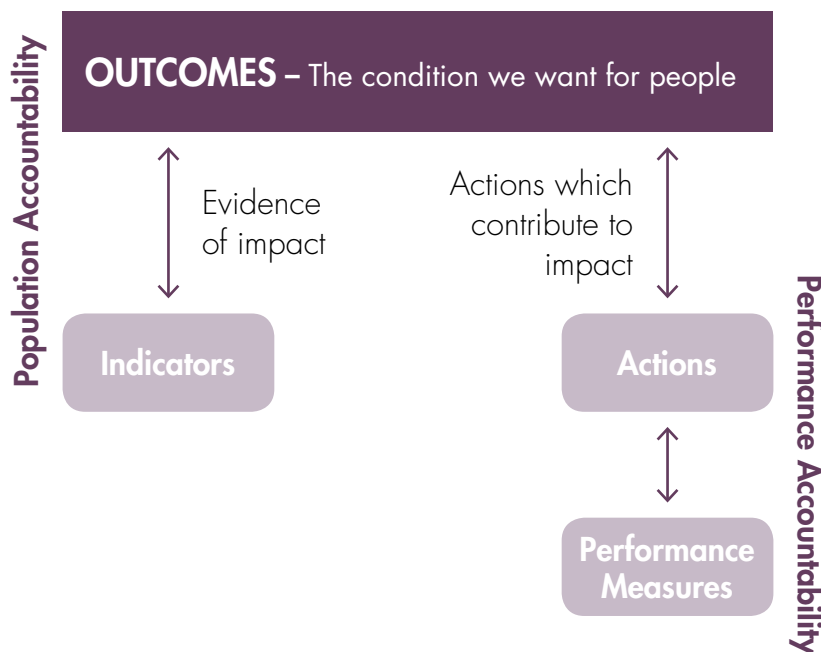
2 *Northern Ireland (United Kingdom): Implementing Joined-up Governance for a Common Purpose*, OECD Public Governance Reviews, OECD Publishing, Paris. OECD (2016)

3 <https://www.northernireland.gov.uk/consultations/programme-government-consultation>

4 *Northern Ireland Guide to Expenditure Appraisal and Evaluation (NIGEAE)*

Programme for Government – context and accountability

- 1.6 The draft Programme for Government (PfG) and its supporting delivery plans set out desired outcomes of societal wellbeing and the things that need to be done to help realise those outcomes. Delivery of the Programme is dependent on strategic and cross-cutting work, with active involvement from stakeholders in every sector, aimed at tackling the biggest challenges facing society.
- 1.7 The chart below summarises the Executive Office overview of its outcomes-based approach to the PfG and shows the connections between outcomes, indicators, actions and performance measures. The following sections of this good practice guide are intended to help public sector officials identify the need for intervention, determine what is likely to have the best impact, monitor performance and make improvements.



Source: *The Executive Office*

- 1.8 **Appendix 2** contains the latest draft of the PfG framework consisting of 12 outcomes of societal wellbeing. Progress towards achieving these outcomes is measured primarily through a series of population-level Indicators. Progress towards outcomes is driven through Delivery Plans which analyse the available evidence about the current position and articulate the actions and interventions that government and its partners will use to

'turn the curve' and achieve long-term change. The impact of actions within Delivery Plans is monitored through performance level Report Cards which set out how much has been done; how well it has been done; and whether anyone is better off.

The PfG presents outcomes and indicators for the entire population of Northern Ireland

These outcomes are effectively policy goals, the achievement of which will depend on the contributions made by a plethora of interventions and programmes. Therefore, no single programme or intervention can be held solely accountable for the achievement of any PfG outcome. Rather, it is the sum of the contributions of agencies, programmes and services that move us towards the realisation of outcomes for the population. And so those who plan or provide interventions are answerable for the extent to which their activities deliver the contributions promised (performance accountability) but not for the delivery of PfG outcomes (population accountability).

Source: Inspiring Impact NI. (2017). Navigating Change. Belfast. Building Change Trust

Part 2: What is performance management?

Part 2: What is performance management?

Performance management focuses on outcomes

- 2.1 Increasingly, public bodies are faced with delivering services with less money. In these circumstances, performance management is a key tool, integrated into policy-making and management processes to transform practices to focus on achieving improved outcomes for citizens. This includes reorganising and motivating staff to achieve better results.
- 2.2 Performance management requires an ongoing commitment to improve. Traditionally public bodies have measured outputs and inputs, efficiency and overall effectiveness. Such measurement and reporting is a critical component of performance management: however, measuring and reporting on their own have rarely led to organisational learning and improved outcomes. Effective performance management systematically uses measurement data to facilitate learning and improvement; to embed a focus on outcomes; and evidence improvement.

Performance information provides the facts for leaders to act on

- 2.3 Better information enables elected representatives, leaders, managers and citizens to recognise success; identify problem areas; respond with appropriate actions; and learn from experience and apply that knowledge to better serve the public. A good framework of performance measures provides factual information used in making decisions for the planning, budgeting, management, and evaluation of public services, allowing citizens to see what they are getting for their money and enabling public bodies to assess if objectives are being met and learn how to achieve them more effectively and at a lower cost.

Measures can inform decision makers on a wide variety of topics, including quantity and quality; efficiency and effectiveness; and impact. The performance information therefore needs to be accurate, timely and meaningful.

- 2.4 When developing performance information it is important to keep things simple. Performance measures should add value: there is little purpose in developing large suites of performance measures, but it is important that the right measures are identified. Successful delivery of an outcomes-focused PfG depends on identifying the actions and interventions that will contribute best to delivering the desired outcomes.

Part 3: The performance management process

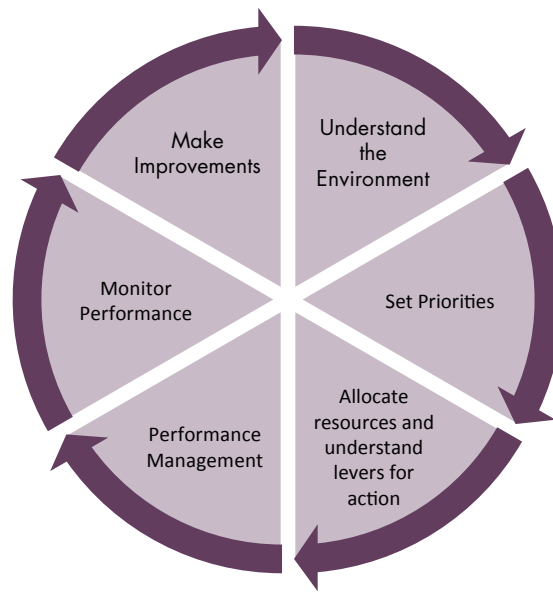
Part 3: The performance management process

Introduction

- 3.1 The PfG is designed to tackle the biggest issues facing society, and its ambition is to continually improve the things that matter most to people. Its aim is not short term, but rather is generational in nature, and this means that medium and long-term structures are needed in order to produce realisable delivery plans and to understand what needs to be monitored to stay on track. Importantly this process should be consistent and enduring and operate independently of political priorities. A robust management and reporting framework will underpin both civil service accountability to ministers for results, and accountability to the Assembly and the public for government's use of taxpayers' money.
- 3.2 In 2016 the National Audit Office published a report on the Government's management of its performance⁵ that included a framework for strategic business planning and management at the centre of government, based on the standard management cycle and lessons from its work and from international good practice.
- 3.3 The framework operates in a cyclical way, with continuous feedback and adjustment. While the processes constitutes a cycle, each process typically operates on a different timeline. Planning may be medium to long-term, usually two, three, five, or more years. Budgeting, however, is usually short term, between one and three years. Government's management of its performance process is day to day. The PfG is a constant that spans all of this.

⁵ *Government's management of its performance: progress with single departmental plans*, NAO July 2016

A framework for performance management



Source: Adapted from: 'Government's management of its performance: progress with single departmental plans' National Audit Office, July 2016

Stage 1: Understanding the environment

- 3.4 Performance management begins with setting priorities that are relevant to PfG outcomes, taking account of stakeholders' needs and expectations. It provides a focus for the public sector's resources and establishes a direction of travel that will deliver results and provide the greatest contribution towards achieving the desired outcomes. Key principles on building lasting stakeholder relationships were identified by the Policy Champions Network in 2014⁶ and are set out in **Appendix 3**.

Officials and partners at all levels need to develop an understanding of the public's needs and expectations, including at a local level, and incorporate these into decision-making, by engaging with citizens about what they want and need from the service provided.

- 3.5 Public bodies need a deep understanding of the legal, political, technological, economic and operating context within which they must achieve their objectives. Public bodies have a range of statutory obligations, while political commitments change

⁶ Policy Champions Network 2014 <http://toolkit.creativityni.org/documents/stakeholder-engagement-guidelines.pdf>

with each Assembly and new ones also arise frequently. Strategic planning should systematically address the organisation's purpose, internal and external environment, and value to stakeholders, and it should be used to set long-term aims. In addition to setting direction, performance-driven strategic planning enables the Assembly to evaluate performance in relation to objectives, so information on past performance can inform and help improve future performance.

Stage 2: Setting priorities

- 3.6 The Executive sets the direction of government through the PfG, based on its understanding of the challenges it is trying to address and the outcomes it wishes to see; the existing constraints on its ability to act; and the options it has to address those challenges.
- 3.7 The fundamental concept underpinning the PfG represents a shift away from a traditional focus on inputs and outputs towards a focus on outcomes. This requires government to develop a performance management regime that supports collaboration, driving work across boundaries between organisations in the public, voluntary and private sectors and with community groups at all levels. It also requires attitudinal change and a re-positioning of resources in support of efforts to achieve the desired outcomes.
- 3.8 Successful delivery of the PfG will depend on prioritising the things that matter. Focusing on actions that evidence suggests will, if achieved, deliver substantially improved outcomes for citizens is better than pursuing a wide range of actions with no evidential justification. Pursuing too many actions simultaneously, particularly in an unfocussed way, dissipates an organisation's focus and energy and may create confusion over where the real priorities lie, making it difficult to differentiate between the things that are making a difference and those that are not.
- 3.9 The PfG is the overarching strategic plan of the Executive. Progress towards it is driven through a suite of Delivery Plans that:
- analyse the available evidence about the current position;
 - set out the issues to be addressed to make a difference;
 - identify the people and organisations that will be involved in achieving it; and
 - identify what will be done to make improvements.

It is important that the PfG provides the essential starting point for the development of consistent business planning within departments and between departments. Delivery plans should not simply list activities but focus on outcomes.

- 3.10 The key questions, '**How much did we do?**', '**How well did we do it?**', and, '**Is anyone better off?**' are very important. In this context, business planning is about the effective co-ordination of resources and activities across a department, in support of the PfG, delivering linked objectives. A departmental business plan should encompass not only what is to be achieved but how, taking into account the governance arrangements the department must establish for the proper discharge of its responsibilities, for example financial probity, statutory obligations, equality, human rights, etc.

A comprehensive business plan, whether for a department or an ALB, should:

- contribute to achieving the desired improvements in PfG outcomes and population level Indicators;
- secure the delivery of the commitments set out in PfG delivery plans;
- build the capacity of staff to work collaboratively and maintain a focus on outcomes;
- undertake essential service delivery;
- meet statutory obligations; and
- maintain good governance, financial management and internal support services.

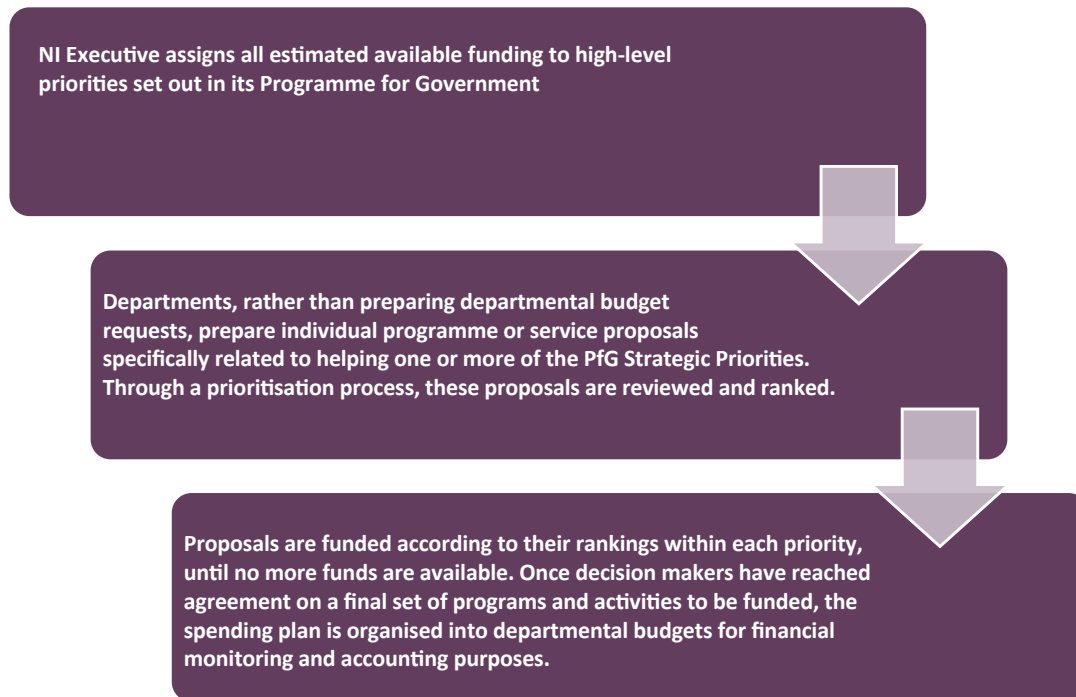
Stage 3: Allocating resources and understanding levers for action

- 3.11 To move from high-level decisions about priorities to business planning, government must understand how the different levers for action available to it will affect the outcomes it is trying to achieve. This will include which stakeholders inside and outside government are involved and their contribution; how any change in delivery model will affect the resources needed; and the relative value for money of different options. The Executive, through the Department of Finance, drives the allocation of resources to programmes or projects and considers any trade-offs or prioritisation necessary.

Historically the government has operated through a process of budget allocation based on inputs and outputs. The PfG will require a new approach in order to move away from budgetary inputs (money, people, supplies, equipment etc.) and provide for better integration of financial plans, PfG delivery and departmental/Arm's-Length Body (ALB) business plans in support of PfG outcomes.

- 3.12 A basic principle of performance budgeting, in the context of a cross-cutting PfG, is that spending should be aligned with delivery plans which are designed in collaboration with partners in other organisations and sectors. **Case Study 1**, after Part 4 of this guide, provides an example of the increased collaborative arrangements across the South Eastern Trust and with its external partners. However, a significant barrier to this is that the existing arrangements for resource planning and control, as determined by the Government Resources and Accounts (Northern Ireland) Act 2001, are based around rigid departmental structures. This is an aspect that is currently being considered by Department of Finance in conjunction with the Executive Office. The figure below presents a potential model for delivery of outcome-based budgets for the PfG, offering a way around the department-by-department barrier to make a more direct link between funded activities and outcomes.

Budgeting for outcomes – potential model for the Programme for Government



Source: NIAO, based on, *The Price of Government: Getting the Results We Need in an Age of Permanent Fiscal Crisis*. David Osborne and Peter Hutchinson (Cambridge, MA: Basic Books, 2004).

- 3.13 Progress towards such a budgeting model is not without significant challenges, including the agreement of the PfG ahead of any budget to which it will align; the practicality of arrangements for assigning funding and appropriate accountability arrangements; and the lead in time that will be required to prepare and rank programme bids. Furthermore any new framework will need ministerial endorsement and consideration.

Stage 4: Performance management

- 3.14 Performance management provides the means through which strategic priorities are translated into meaningful results. This is achieved principally through an organisation's work processes and practices; its management and staff; and its work with external partners (including other public bodies) and other third parties such as the voluntary sector and private sector.

Work processes and practices are key to delivering strategic priorities

- **Managing processes:** identifying and understanding end-to-end management processes creates a cross-cutting and process-oriented perspective, instead of the functional “silo” or departmental views. Alignment of people, processes and systems, coupled with performance management, creates the conditions for achievement.
- **Managing staff:** performance-driven human resource practices are focused on engaging and motivating employees to support achievement of results, through aligning PfG priorities with business plan objectives and with the personal objectives of individual staff. This is sometimes referred to as ‘the golden thread’. It is also important that staff at all levels should understand and be fully conversant with outcomes based accountability, and that the necessary training is in place to support this.
- **Managing relationships and partnerships:** with government departments, agencies and ALBs, and other sectors that can help achieve results.

3.15 Performance management frameworks, systems and measures are essential for the efficient and effective delivery of public services. However, performance management processes can only go so far. Establishing a robust performance management culture is essential to delivering meaningful improvements in public services. **Case study 1** at the end of Part 4 of this guide demonstrates at a practical level the key challenges for the South Eastern Health and Social Care Trust in embedding an effective performance management culture and successes it can deliver.

Embedding an effective performance management culture

- Ministers and departmental senior officials share a common purpose and vision linked to the PfG, and everyone knows how their work contributes to priorities;
- departmental managers and staff monitor and manage their own performance and achievements;
- performance is reported regularly at all levels of the organisation;
- departments recognise and acknowledge where they are succeeding and where they need to deal with poor performance; and
- high standards of conduct and performance are expected and delivered.

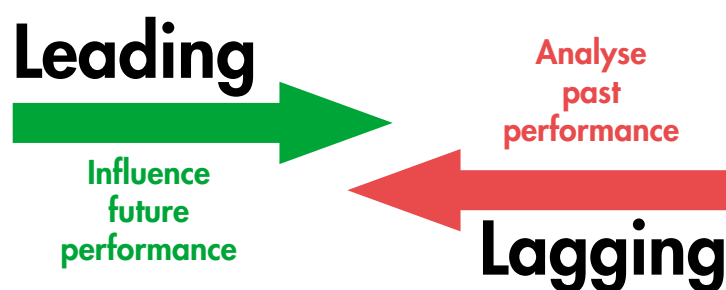
Source: Adapted from Managing performance: are you getting it right? Audit Scotland, 2012

- 3.16 The principles of performance management apply also to partnership working. Managing performance in a partnership is complex. Partners are likely to have different decision-making and accountability arrangements, organisational cultures, planning and performance systems. This can be de-stabilising and act as a brake on partnership performance. It is important that partnerships establish strong performance management arrangements as early as possible, to ensure partners have a shared commitment, understanding of priorities and the ability to measure the impact of the partnership.

Stage 5: Monitoring performance

- 3.17 Effective performance measurement and reporting is essential to performance management. Performance information provides the facts for management to know if it is on track, or if it needs to take further action to correct and improve performance or, perhaps, cease ineffective actions. It also provides accountability to key stakeholders who ultimately provide the authority to spend public money: in the case of government; this means the Assembly, the Executive and the public. The information required to monitor performance is usually a combination of:

- **Inputs** (money and other resources);
- **Outputs** delivered and enabling actions achieved, as well as direct measures of outcomes;
- While specific targets for service levels or outcomes may not be desired, it is important to understand and communicate '**what success will look like**', so that any mismatch with expectations can be identified and corrected.
- For longer-term goals, both leading and lagging indicators may be needed to ensure performance is on track.



3.18 Part 4 of this guide considers performance measurement in more detail.

Stage 6: Delivering improvements

3.19 Delivering improvement requires effective mechanisms to evaluate current performance and correct underperformance, if necessary. This may involve reallocating resources. Public bodies should also be prepared to review priorities and make changes if they are no longer valuable. For these reasons, an effective feedback loop is essential.

3.20 Learning and improvement is a continuous cycle. To support better service delivery, public bodies need to review programme performance regularly and provide information so that prompt corrective action can be taken if necessary. Openness to learning is essential. Poor performance should be recognised and analysed to determine its causes and the corrective action that needs to be taken. Success is rarely absolute and things do go wrong. When it does, it is important to avoid a blame culture if lessons are to be learned.

Part 4: Performance measurement for outcomes

Part 4: Performance measurement for outcomes

Performance measurement for outcomes

- 4.1 Performance measures provide the facts to support decision-making for the planning, budgeting, management and evaluation of public services. Measures can inform decision makers on quantity, efficiency, quality, effectiveness and the impact of services. Credible, timely performance data is essential for accomplishing desired outcomes.
- 4.2 The terms performance measures and performance indicators are often used interchangeably. However, there is a distinction. A performance measure is a quantifiable expression of the amount, cost or result of activities. By contrast, performance indicators provide a proxy where it is not feasible to develop a clear and simple measure.
- 4.3 Useful performance information depends on SMART⁷ measures. Measures should be clear and concise and easy for anyone with no prior knowledge of the area to understand.

Focusing on outcomes

- 4.4 The focus on outcomes is a fundamental shift in how public bodies plan to deliver services. The process begins with public bodies identifying the outcomes they would like to achieve for communities. Progress against achieving the identified outcomes needs to be monitored and measured using accurate data and appropriate indicators. Importantly having this data available enables the identification of baselines, historic trends and forecasts to inform those public bodies of measures that can be taken to improve outcomes for citizens.
- 4.5 Outcomes are the end result, the **'why'** an organisation is doing an activity rather than the **'what'** of the activity. It is important not to confuse activities with outcomes. In some cases the outcome measure can be straightforward because the objectives from a project or programme are easily identified. For example, a programme aimed at improving educational achievement will have outcome metrics already established, i.e. the standardised examination results achieved. However, other outcomes may be more difficult to measure.

*"Don't mistake **activity** as **achievement**"*

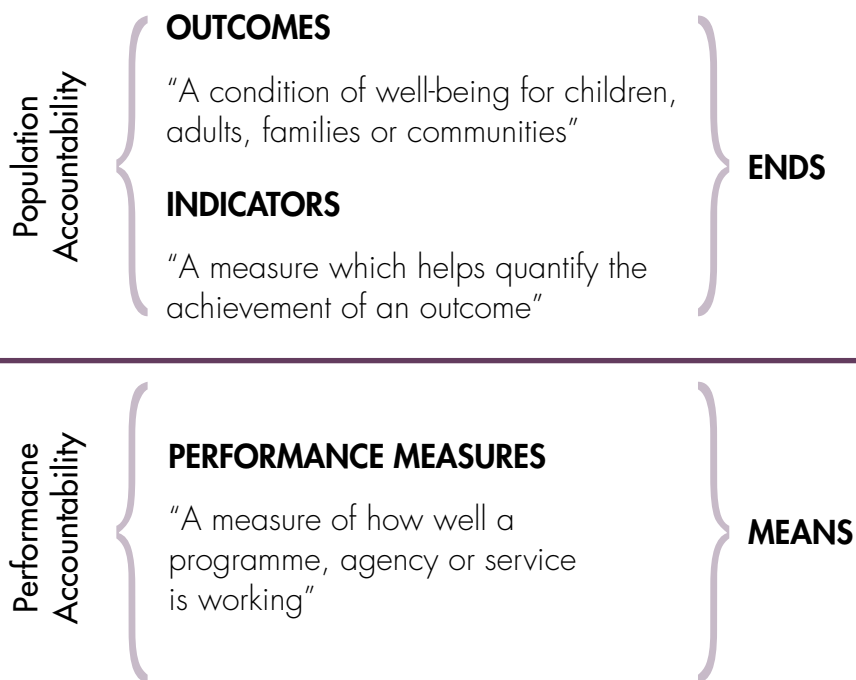
Hall of Fame basketball player/coach John Wooden

⁷ Specific, Measureable, Achievable, Relevant and Time-bound

Outcomes based accountability (OBA) focuses on impact, not quantity

- 4.6 In order to understand the impact that actions have (**effect**), it is also important to show what is being delivered (**effort**). While it may be simple to describe what has been delivered, the question asked should be “so what?” OBA is an approach to structured planning, providing a framework for better planning and delivery of public services.
- 4.7 The OBA approach begins with the outcomes which public bodies would like to achieve for communities and enables a clearer distinction between population accountability and performance accountability⁸.

Population and Performance Accountability defines Ends and Means



Source: National Children’s Bureau

8 Source: “Outcomes Based Accountability – What is it and how can NCB help you” National Children’s Bureau, June 2016

Population Accountability focuses on the outcomes we want for our citizens and communities

- 4.8 Population Accountability is a system or process for holding people in a geographic area responsible for the well-being of the total population or a defined sub population. At a regional/national level, these are the outcomes or the conditions of wellbeing that we want for our citizens and communities, such as a safe neighbourhood or a clean environment. These outcomes are population outcomes as they refer to whole populations of a city, region or country.
- 4.9 By their very nature, these outcomes will be quite broad and multi-faceted in nature, and cannot be achieved by a single organisation, service or programme working in isolation. Rather, it takes sustained and concerted action from many organisations, services and programmes and can only be delivered through effective partnership working across key stakeholders. At population level the planning process used within OBA is "Turning the curve" and is structured into the following seven Population Accountability Questions.

The Seven Population Accountability Questions:

- 1. What are the quality of life conditions we want for children, adults and families who live in our communities?**
- 2. What would these conditions look like if we could see them?**
- 3. How can we measure these conditions?**
- 4. How are we doing on the most important of these measures?**
- 5. Who are the partners that have a role to play in doing better?**
- 6. "What works to do better", including no-cost and low cost ideas?**
- 7. What do we propose to do?**

Performance Accountability focuses on the services and programmes delivered to citizens and communities

4.10 Performance Accountability is about the well-being of client populations who receive a service from an agency or service provider. Accountability for the success, of otherwise, of a programme, service or project rests with those who provide it. An OBA approach identifies seven *Performance Accountability Questions* which relate to assessing how well particular services or programmes perform and developing actions for service improvement. Each programme would typically have a set of performance measures which would relate to whether programme participants are any better off as a result of participating in the programme, e.g. how many programme participants on a job skills programme are in a job. **Appendix 4** contains additional analysis and guidance on the Performance Accountability Questions.

The Seven Performance Accountability Questions:

1. Who are our customers?
2. How can we measure if our customers are better off?
3. How can we measure if we are delivering services well?
4. How are we doing on the most important of these measures?
5. Who are the partners that have a role to play in doing better?
6. What works to do better, including no-cost and low-cost ideas?
7. What do we propose to do?

Three kinds of performance measures

4.11 Establishing robust performance measures is central to the OBA approach. Accountability for the delivery of a service, project or programme rests with those organisations providing it. Performance accountability looks at the actions that need to be implemented to effect a positive change. Performance measures need to be identified and established prior to commencement of a project or service to enable progress to be monitored and reported against the following three criteria.

Key performance measurement questions

- **How much did we do?** The quantity of effort i.e. the number of citizens who benefit from a project or programme and number of core activities carried out);
- **How well did we do it?** The quality of effort i.e. timeliness of activities; attendance levels; satisfaction levels; cost per unit; adherence to standards.
- **Is anyone better off?** The impact on citizens benefiting from a project or programme i.e. changes in behaviour; shift in attitudes; changes in circumstances; increases in knowledge; and improvement in skills.

- 4.12 These three questions form the core of what should be measured for each action identified in the PfG. The OBA methodology places these questions in a grid in the basic format below. This performance accountability report card includes a summary of the various types of measures found in each quadrant and is a useful guide to choosing performance measures. Such performance measures should be reported on at least quarterly, or more regularly depending on the nature of the project or programme. Some useful examples of OBA “report cards” are at **Appendix 5**.
- 4.13 The upper left quadrant measures (**How Much Did We Do?**) are typically the number of customers and activities. These can be broken down by customer type or type of activity.
- 4.14 The upper right quadrant measures (**How Well Did We Do It?**) include a set of common measures that apply to many different programmes/projects and there are also activity specific measures. Each activity on the upper left quadrant will typically have measure(s) in the upper right quadrant that tell how well that activity is performed, for example percentage of participants completing course or percentage of action plans produced on time. Customer satisfaction should apply to all services. The ‘did we help you’ question can be placed in this upper right quadrant or in the ‘Is Anyone Better Off’ quadrants. **Case Study 2** at the end of Part 4 of this guide sets out how Policing and Community Safety Partnerships (PCSPs) have used an outcomes based approach in delivering their contribution to Programme for Government (PfG)

Performance measurement framework

	Quantity	Quality
Effort	<p>How much did we do?</p> <p>e.g. Customers served or activities completed</p>	<p>How well did we do it?</p> <p>Common measures: (e.g. % of staff fully trained; workload ratio; staff turnover rate; unit cost)</p> <p>Activity specific: (e.g. % on time; % fully completed)</p> <p>Activity specific: (e.g. % on time; % fully completed)</p> <p>Customer Satisfaction: % of customers who felt they were treated well)</p>
Is anyone better off?		
Effect	<p>Number (No.) who are better off</p> <p>Examples</p> <p>No. skills or knowledge (e.g. qualification)</p> <p>No. attitude or opinion (e.g. towards school)</p> <p>No. behaviour (e.g. attendance)</p> <p>No. circumstance (e.g. in work)</p>	<p>% who are better off</p> <p>Examples</p> <p>% skills or knowledge</p> <p>% attitude or opinion (e.g. towards school)</p> <p>% behaviour (e.g. attendance)</p> <p>% circumstance (e.g. in work)</p>

- 4.15 The lower two quadrants (**Is Anyone Better Off?**) almost always come in pairs of number and percentage, for example, the number and percentage of participants who gained a qualification. They will also almost always fall under the four dimensions shown. Skills and knowledge could include test scores, qualifications, training and similar ideas. Attitude and opinion measures could include personal ambitions or whether a service helped. Behaviour could include school attendance or housing residents paying rent on time. Circumstance might relate, for example, to employment or housing.
- 4.16 There is often a tension between quantity and quality. Better customer results could be achieved by reducing the number of people served but other measures will move in the opposite direction (unit cost for example). There is a balance to be found and choosing the right measures can help achieve this balance.

Understanding partnerships and collaborative working is key

- 4.17 Effective partnership arrangements are at the heart of performance accountability and key to the delivery of effective outcome based programmes and projects. **Case Study 1**, after Part 4 of this guide, provides an example of the increased collaborative arrangements across the South Eastern Trust and with its external partners. Partnerships and collaborative working in government are not new, for example, local partnership initiatives designed to tackle and reduce drug-related crime. However, confusion over accountability is still an issue, with the police being held individually accountable for a high drug related crime rate or the Department of Health accountable for drug related health and social issues. The reality is that the police (for example) cannot eradicate such crimes on their own: only agencies and individuals working in partnership with the police can make inroads on indicators such as drug-related crime. At a service level, only working in partnership with service users and commissioners to co-produce service improvements will improve impact on users

Population accountability is partnership planning to develop services that meet the needs of a defined population or area – performance accountability is partnership working with service users, commissioners and managers to improve impact of these services on users

Data quality is important

- 4.18 Data quality is important because public bodies need accurate and timely information to:
- manage services and accountability;
 - manage service effectively;
 - prioritise and ensure the best use of resources; and
 - report to stakeholders and citizens who will make judgements about performance and governance.
- 4.19 To ensure the successful application of an outcome-based approach, public bodies require quantitative and qualitative data to determine policy and programme performance. In its 2014 report the OECD highlighted a key role for the Northern Ireland Statistics and Research Agency (NISRA) in providing independent data underpinning the PfG⁹.

Rigorous scrutiny supports continuous improvement

- 4.20 Audit provides an independent and objective check on systems, processes and performance. Internal audit teams are responsible for evaluating the effectiveness of internal control systems. These are the systems that help an organisation to use its resources economically, efficiently and effectively.
- 4.21 Audit and risk committees are a valuable independent check on a public body's financial and non-financial performance. They are typically charged with considering internal and external audit reports and checking that governance arrangements are sound. External audit and inspection also provides a useful source of information to help public bodies improve. Processes should be in place to consider findings and recommendations and how these can best be incorporated within existing improvement plans. External scrutiny, however, is not a substitute for strong governance and self-evaluation.

⁹ *Northern Ireland (United Kingdom): Implementing Joined-up Governance for a Common Purpose*, OECD Public Governance Reviews, OECD Publishing, Paris. OECD (2016)

Avoiding perverse incentives

- 4.22 The risk of creating perverse incentives (see definition below) through the use of performance measurement is now widely acknowledged. Public bodies need to consider this risk when selecting and defining performance indicators. Examples of performance indicators and targets incentivising adverse behaviours are not hard to find: staff may leave patients in ambulances rather than admit them to accident and emergency units in order not to breach target waiting times; prioritising a reduction in crime or in some types of crime may lead some police officers to record a crime inappropriately or not at all. Decisions as to which performance indicators and targets to adopt may boil down to a consideration of two imperfect choices, both with a risk of perverse incentives, and choosing the one which can be managed most effectively.
- 4.23 Some work has already been conducted in this area, with a PfG Technical Assessment Panel (TAP) established to deal with the potential of perverse incentives (at population indicator level). The Panel considered the methodological and technical quality of the population indicators used in the draft PfG and consists of the NISRA Director of Analysis (chair); the Chief Economist; and a Principal Statistician from The Executive Office. Panel meetings are attended by a Policy Lead as well as the statistician responsible for the underlying data.

Perverse incentive

An incentive or target that has unintended and adverse consequences due to the actions undertaken to meet the incentive or target.

Case Studies

Case Study 1

South Eastern Health and Social Care Trust: Large-scale Implementation and Culture Change

South Eastern Health and Social Care Trust: Large-scale Implementation and Culture Change



The South Eastern Health and Social Care Trust (SEHSCCT) has a clear focus on achieving better outcomes for its patients, service users and staff. The Trust has a strong culture of Quality Improvement and Innovation (QII) which is known and valued throughout the Trust by its 10,000+ staff. The introduction of Outcomes Based Accountability (OBA) in 2015 by the Trust as a framework, to support outcomes based planning and performance management, has complemented the existing culture of QII and outcomes based focus. The National Children's Bureau (NCB) provided clear structure and training on the OBA methodology which has been adopted and is now in use by a number of Directorates within the Trust including Children's Services, Adult Services and Prison Healthcare, and Primary Care and Older People's Services. Through implementation of the "Turning the Curve" approach within an OBA methodology, the Trust is evolving its outcomes based ethos to focus on the intelligent analysis of data to evidence outcomes on what works and how to improve the health & well-being of people in the area.

Key successes:

- Use of OBA as a methodology complements the Trust's QII approach and has become a key enabler within the new Trust Corporate Plan and Reform Programme to support Health & Well Being 2026: "Delivering Together" and evidence outcomes within the draft Programme for Government.
- Organisation-wide buy in to the approach has been achieved through strong leadership, multiple staff engagement sessions and the appointment of a number of champions to support the outcomes based way of working.
- Increased focus on outcomes through data and analysis to inform service planning and delivery.
- Helping the Trust to utilise "population" level data to better understand the needs of our patients and service users, address inequalities and target resources more effectively.
- Performance reporting of current service provision supported by data (quantitative and qualitative) to contribute to better outcomes.
- Enhanced collaboration within and across the Trust and with external partners and service users, creating opportunities for co-production.
- Patient journey is considered from the beginning to end rather than in separate elements within health and social care and related external organisations.
- Confidence in a framework to engage organisations such as Councils, other Government Departments, other Health organisations that also have a role to play in co-producing solutions to health needs and evidencing outcomes (Community Planning, Public Health Agency, NI Ambulance Service, Department of Health, Third Sector, Service Users and Carers).
- Knowledge and expertise from NCB provided appropriate levels of independent challenge and security to the process and resulted in key staff in the Trust becoming knowledgeable and skilled in OBA application.

Key challenges:

- Alignment of OBA with existing planning & performance mechanisms and traditional reporting requirements which are set regionally and nationally.
- Scale - large and complex organisation, with over 10,000+ employees, providing diverse range of services across hospital and community - whole system change and recognition that it will take time to embed and evolve outcomes based working.
- Data Development agenda and ability to find, create and maintain intelligent data sources in real time and ideally automated.
- Time and focus - pressurised and challenging operational environments within health and social care.
- Corporate approach to fully embed e.g. Population versus Performance approach, financial alignment.

Source: South Eastern Health and Social Care Trust

Case Study 2

Case study: Policing and Community Safety Partnerships (PCSPs) and their contribution to Programme for Government (PfG)

PfG Outcome 7: “We have a safe community where we respect the law and each other”



PCSPs are stand-alone independent statutory bodies established by the Justice Act (NI) 2011 and are made up of three different types of members - Elected Members, Independent Members and seven Designated Members (PSNI, NI Housing Executive, NI Fire and Rescue Service, the Education Authority, each of the Health and Social Care Trusts, the Youth Justice Agency and the Probation Board). PCSPs receive annual funding (£4.25m in 2018/19) from the Joint Committee (the Department of Justice and NI Policing Board) with a legislative aim to work with their local community to help address crime, fear of crime and anti-social behaviour issues. In order to align with the draft Programme for Government and Community Planning, along with recommendations from a report by the Criminal Justice Inspectorate in 2014, the Joint Committee began supporting PCSPs to use an Outcomes Based Approach (OBA) as a more consistent and better means of measuring impact and improving transparency and accountability in the delivery of their work in local communities.

The Joint Committee commissioned a programme of training and capacity building in 2016 from National Children’s Bureau (NCB) to support the PCSPs to use the OBA methodology from 2017, both in planning activity and in demonstrating the impact of this on local communities. The Joint Committee also engaged with the Northern Ireland Statistics and Research Agency (NISRA) and NCB when drafting the PCSP Planning Guidance document which can be found via the link below. Whilst still early days, the PCSPs are now routinely using all aspects of OBA in their work, with an action plan being completed using indicator and performance measure information; a project card template being used for each initiative and thematic report cards being submitted to Joint Committee every quarter from a governance perspective. At a population level, PCSPs collate and scrutinise area-wide indicator trend data (examples of this can be found in the Planning Guidance) to help:

- Identify where the need is greatest in communities by using both quantitative data from PCSP Designated Members and qualitative data from all PCSP members and stakeholders to identify hotspot areas;
- Engage with partners to understand what is driving these community safety trends; and
- Take forward initiatives and projects that are most likely to make a positive contribution.

At a performance level, each programme of work is being evaluated using the three OBA questions; **How much did we do? How well did we do it?** and, most importantly, **Is Anyone Better off?** This information will help PCSPs, and in turn their local community, to understand the difference their work is making as using the OBA approach will enable future resources to be directed to where the need and impact is greatest. To support PCSPs in their transition to this new way of working, the Joint Committee has developed PCSP planning guidance which incorporates the following:

- Information on the OBA process;
- An action plan template which includes a review and summary synopsis to capture the rationale for continuing, amending or not progressing projects from one year to another;
- A set of agreed performance measures for generic projects;
- A project card template to be completed for each initiative;
- A thematic report card template to be used to help highlight impact at a more strategic level; and
- A framework showing how the work of PCSPs and their use of OBA supports the common Programme for Government Outcome 7 - We have a safe community where we respect the law and each other.

The PCSP Planning Guidance is available in the public domain on the Department of Justice Internet and will be reviewed and updated as the full transition to OBA progresses. The above guidance can be accessed using the following link:

<https://www.justice-ni.gov.uk/publications/guidance-pcsp-planning-2016-2019>

Source: Department of Justice

Appendices

Appendix 1

Good practice self-assessment toolkit

(Paragraph 1.4)

Overall question: Is there a consistent, rigorous and open approach to performance management?	
Key features of good practice	Current position
<p>Performance Management</p> <ul style="list-style-type: none"> • Systematic monitoring and review ensures the organisation stays on track. • There is a culture of open debate and constructive challenge, with a focus on solutions rather than blame. • The organisation has helped to develop performance management for its key strategic partnerships. • This is robust, systematic and sustainable and is helping to deliver outcomes in line with priorities. 	
<p>Leadership</p> <ul style="list-style-type: none"> • Leaders have a record of focused involvement in performance management through formal meetings. • Leaders make use of information to manage continuous improvement. • Scrutiny is outcome-focused, working within the framework of agreed corporate plans. • The leadership team have clearly defined roles in performance management. 	
<p>Monitoring & Review</p> <ul style="list-style-type: none"> • The organisation adjusts the frequency of monitoring and review of different performance information. • This takes account of risk and timescales for taking remedial action. 	

Overall question: Is there a consistent, rigorous and open approach to performance management?	
Key features of good practice	Current position
<p>Prioritisation</p> <ul style="list-style-type: none"> • There are strong mechanisms to help sustain the focus on priority issues, including 'shared priorities'. • The organisation has a track record of using performance management to help secure outcomes for the community that reflect its ambitions and priorities. • Performance management is integrated with the management of resources so that resources follow priorities whilst retaining the flexibility to respond to performance issues. • This happens within an annual cycle that is regularly reviewed and improved. 	
<p>Raising Concerns</p> <ul style="list-style-type: none"> • There is a well-publicised, user-friendly and supportive system for service users and staff to submit complaints, grievances or representations. • The organisation takes seriously the need to respond to grievances and complaints about service delivery and deals with these in a timely way. • User focus is well understood and is a central driver of the organisational culture. • The organisation is open to external evaluation and challenge and makes effective use of opportunities to learn in this way. 	

Appendix 1

Good practice self-assessment toolkit

(Paragraph 1.4)

Overall question: Is there a consistent, rigorous and open approach to performance management?	
Key features of good practice	Current position
<p>Organisational Factors</p> <ul style="list-style-type: none"> • Performance management is well embedded across the organisation. • Managers and staff focus on what is important, especially where performance is not meeting targets. • Performance management is seen as part of how people work and manage proactively rather than just monitoring. • Most senior officers set a strong example which cascades through the organisation. • There are strong links between the organisation’s overall ambitions and strategic plans, through to service and individual plans, priorities and targets (including value for money targets). • Staff’s, contractors’ and partners’ views of their own priorities are usually aligned with those of the organisation and they know how these contribute to delivery. • The organisation is self-aware about the strengths and weaknesses of its approach to performance management, and learns internally and from others. 	

Overall question: Do the organisation and its partners know how well they and each other are performing against planned outcomes?

Key features of good practice	Current position
<ul style="list-style-type: none"> • Regular, robust and balanced intelligence and information about performance is sought and produced throughout the organisation and key partnerships. • The information produced is simple to access and understand, and is user-focused. • It includes financial, budgetary, quality of service and value for money information. 	
<ul style="list-style-type: none"> • The organisation has a reasonable understanding of the level of importance and satisfaction that different sections of the community attach to its activities. • This is a key performance measure that is assessed and used to inform improvement priorities. 	
<ul style="list-style-type: none"> • The organisation works pro-actively with its partners and other providers to compare and evaluate processes, costs and outcomes. • It uses comparison and benchmarking to increase its self-awareness and efficiency. 	
<ul style="list-style-type: none"> • Service users, staff and other stakeholders are given opportunities to influence how performance is measured and monitored and what targets are set. • They have access to service standards and targets. The organisation reports information about its performance in a coherent and accessible fashion. • As a result, the organisation, the community and its partners have a good picture of how well the council is performing, especially against its ambitions and priorities. 	

Appendix 1

Good practice self-assessment toolkit

(Paragraph 1.4)

Overall question: Is knowledge about performance used to drive continuous improvement in outcomes?	
Key features of good practice	Current position
<ul style="list-style-type: none"> • The organisation sets realistic but challenging targets for improvement in performance, linked to the management of resources. • The organisation allows time to monitor and compare performance information. • The organisation uses performance information to focus on priorities and takes effective action to address areas of identified under performance. 	
<ul style="list-style-type: none"> • Cross-departmental working is well advanced and the corporate centre is able to coordinate this effectively through the performance management system. • The organisation considers the needs of its diverse communities in planning and delivering joined up services. 	
<ul style="list-style-type: none"> • The organisation uses its knowledge about performance to solve performance problems at an early stage and this is widespread and systematic. • Information about poor performance and problems is used to inform decision making. • The organisation has a good understanding of the drivers of performance in all areas of activity to support this? 	

Overall question: Is knowledge about performance used to drive continuous improvement in outcomes?

Key features of good practice	Current position
<ul style="list-style-type: none"> • The organisation uses knowledge from complaints and user feedback to drive improvement. • It is developing full access to these for the diverse communities served. • It also makes use of staff complaints and grievances. • It has challenge and review mechanisms that ensure a thorough understanding of levels of customer satisfaction and the drivers of performance in all areas of work. 	
<ul style="list-style-type: none"> • The organisation makes good use of opportunities to learn from its own successes and failures, good practice within the organisation and in other public, private and voluntary sector organisations, its partners and the outcomes from external challenge or review. • The process of learning, both internally and externally, is viewed as a positive, constructive activity. • It is used to develop priorities and improve value for money. 	

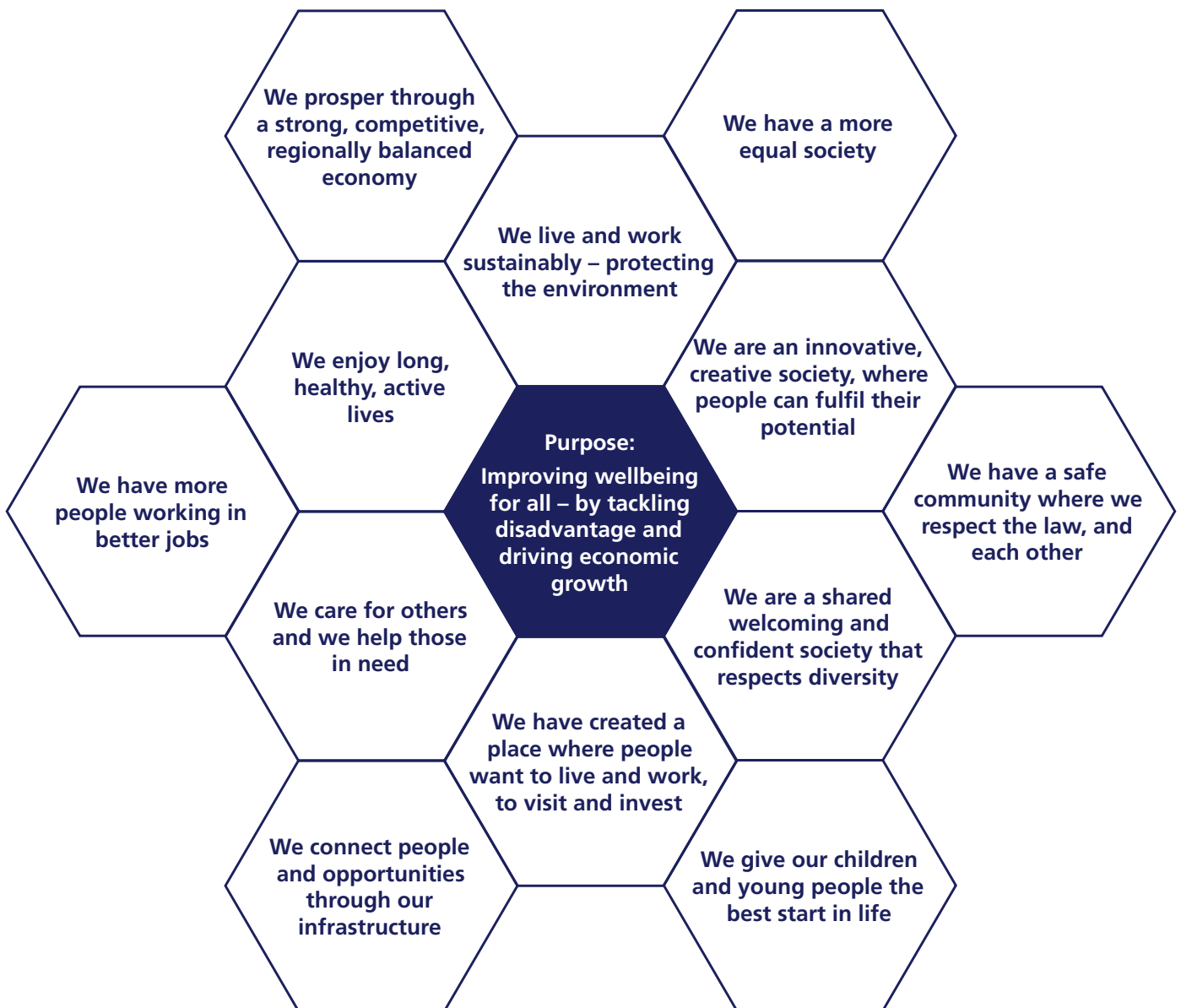
Source: NIAO adapted from the Audit Commission

Appendix 2

(Paragraph 1.8)

Programme for Government Outcomes Framework

PfG Outcomes Framework



These outcomes will be delivered through collaborative working across the Executive and beyond government and through the provision of high quality public services

Appendix 3

(Paragraph 3.4)

Effective Stakeholder Engagement: Good practice guidelines

Principles of stakeholder engagement

Achieving the benefits of stakeholder engagement requires a commitment to the following guiding principles:

Timeliness

- Be proactive and engage as early as possible in the proposal development stage so that opportunities for stakeholders to influence the decision-making process are maximised.
- Allocate sufficient time to build relationships and trust with stakeholders. Adequate time should also be allowed for stakeholders to consult amongst themselves as part of the process of forming a view, in order that their contributions to any formal public consultation may be informed.
- Engagement should be ongoing throughout the policy development cycle.

Transparency, openness and clarity

- Have a clear engagement strategy and share this with your stakeholders.
- Clearly articulate your purpose, objectives and scope including any constraints; how and when stakeholders can input; and how you intend to use the results while managing expectations.
- Develop a culture of shared learning. There should be no hidden agendas but ensure confidentiality where appropriate.

Integrity

- Engage in a manner that engenders mutual respect and trust.
- Actively listen and show willingness to be open-minded.

Inclusivity and accessibility

- Equitably identify and involve stakeholders who are likely to be interested in, or affected by, your policy.
- Provide stakeholders with early, comprehensive and accessible information so that they can participate in a meaningful way.
- Ensure the methods of engagement used are accessible and suitable for those Section 75 groups from whom you are aiming to seek views.
- Ensure marginalised groups have the opportunity to engage.

Proportionality

- Ensure your engagement strategy is fit for purpose. The scale of your engagement should be proportionate to its purpose, context and objectives.
- Actively engage with stakeholders listed in Departmental Equality Schemes but recognise that levels of interest and ongoing engagement will vary depending on the particular policy issue. It may therefore be necessary to target ongoing engagement with specific stakeholders to avoid 'consultation fatigue'.
- Tailor your approach to the particular needs of your project, particularly in relation to those limited in scope (i.e. of a specialist or a technical nature).
- To ensure effective use of resources, consider whether other teams within your department (and across other departments) could benefit from joined up working where there is a need to engage with similar stakeholders.

Innovation and creativity

- Your engagement strategy should be managed but it should also be free enough to promote creative thinking.
- Embrace different perspectives as they will force you to think differently.
- Done correctly, collaboration can identify new opportunities, lead to innovative solutions and create value for everyone involved.

Reciprocity

- Don't forget that stakeholder engagement is a two-way dialogue.
- Be responsive and ensure a continuous feedback mechanism is in place to facilitate engagement as an ongoing process and further strengthen the trust built up with your stakeholders.
- Communicate final decisions back to your stakeholders and demonstrate whether they have, or have not, influenced the outcome and why.

In putting these principles into practice, it is important to recognise that there is no 'one size fits all' approach when it comes to stakeholder engagement. There is a wide range of engagement methods and tools available and selecting those that are most appropriate will depend on a variety of factors such as the scale and scope of your project, the resources available and the needs of stakeholders.

Source: Effective Stakeholder Engagement: Good practice guidelines; Policy Champions Network 2014 (Extract)

Appendix 4

(Paragraph 4.10)

Seven Performance Accountability Questions

The seven questions in more detail

These seven questions should be asked regularly, for example at initiation or project board meetings. Of course, if a project is delivering successfully any action should be to continue but regular consideration of how, why and what is happening as a result should mean any issues are identified early and addressed. Change can happen through little events more easily than big shifts and these seven questions can support that process of small, positive changes.

1	Who are our customers?	Customers are the people whose lives are affected, for better or worse, by the actions of any programme or project. Many programmes have more than one customer group. It is helpful if you can distinguish between direct and indirect customers, primary and secondary customers, or internal and external customers.
2	How can we measure if our customers are better off?	Thinking about the report card design on the previous slide, these are lower right quadrant 'Is Anyone Better Off?' measures. If your programme or project does a really good job, how are your customers' lives better? Think about the most meaningful measures, whether or not data exists. Remember not to exclude measures because you don't fully control performance. Measures in this category will always be those for which you have the least control.
3	How can we measure if we are delivering services well?	These measures tell if the programme or project has performed well. Again, thinking of the report card design, these are upper right quadrant measures. These are usually about what staff do, how well the functions of the programme/project performed and customer satisfaction.
4	How are we doing on the most important of these measures?	Taking measures identified in the previous two questions around customers and service delivery, what are the three to five most important measures? These measures will provide a baseline and an indication of where you are heading if nothing were to change. Of course, if a project is new, you may not have any data but you will want to examine the current causes and forces which you hope to address and understand the causes behind those issues. Identify where you need new or better data, create a data development agenda and identify questions you need answered in order to fully understand the story behind the baselines.

Appendix 4

Seven Performance Accountability Questions

(Paragraph 4.10)

5	Who are the partners that have a role to play in doing better?	Consider internal and external partners and push beyond usual suspects in considering who might help improve performance.
6	What works to do better, including no cost and low-cost ideas?	Each cause points to an action that could address that cause and each partner has something to contribute. Consider any research about what works. Be creative and non-conventional and insist on no-cost low-cost actions.
7	What do we propose to do?	This is most important question. Potential criteria to identify the most powerful actions could be specificity, leverage, values and reach. Organise choices into a plan with a person responsible for each task identified, start and end dates and necessary resources.

Appendix 5

Examples of Outcome Based Report Cards

(Paragraph 4.12)

Youth Diversion Project

How much did we do?

- Number of participants recruited to targeted intervention project.
- Number of action plans agreed with participants.
- Number of activities with participants delivered.
- Number of hours contact time with targeted intervention participants.

Is anyone better off?

- Number of participants of targeted intervention programme re-offending within six months of end of programme.
- Number of participants of targeted intervention programme moving into education, training or employment.
- Number of prolific young offenders availing of other support interventions.
- Number of participants gaining at least one qualification.
- Number of young people with increased self-confidence (*NOTE: pre and post-test measure to be agreed with TEO, tender documents to ensure delivery agent includes this measure in tender application*).
- Number of participants showing improvements in global metrics.

How well did we do it?

- % of participants in targeted intervention project completing action plan.
- % of participants of targeted intervention programme who do not re-offend during the programme.
- % reporting being treated well throughout the programme.
- % reporting that the programme helped.

Is anyone better off? (%)

- % of participants of targeted intervention programme re-offending within six months of end of programme.
- % of participants of targeted intervention programme moving into education, training or employment.
- % of prolific young offenders availing of other support interventions.
- % of participants gaining at least one qualification.
- % of young people with increased self-confidence (*NOTE: pre and post-test measure to be agreed with TEO, tender documents to ensure delivery agent includes this measure in tender application*).
- % of participants showing improvements in global metrics.

Appendix 5

Examples of Outcome Based Report Cards

(Paragraph 4.12)

Community Sports Centre

How much did we do?

- Number of people using the centre (people through the door).
- Number of young people (16-24 year old) using the centre (people through the door).
- Number of groups/organisations using the facility (per quarter).
- Number of staff employed in the centre.
- Number of hours the centre is used per week.
- Number of participants entering training by training type e.g. IT, employment, social enterprise.
- Number of volunteers helping in centre-based services.
- Number of hours of fitness/ activity based programmes delivered per week using the gym and sports hall.

Is anyone better off?

- Number of participants showing improved locus of control / self-efficacy / wellbeing (global metrics).
- Number of weight loss programme participants showing a decrease in body weight.
- Number of smoking cessation programme participants stopping smoking.
- Number of training participants gaining qualifications.
- Number of training participants who are young people (16-24) moving from NEET to training.
- Number of fitness class/sports hall/gym users reporting increase in wellbeing (six-monthly survey).

How well did we do it?

- % of people using the centre who are from outside the community.
- % of community attending healthy living programmes based in the centre.
- % of under 16s using the centre at least 2 hours per week.
- % of participants completing training courses.
- % of users who believe that they have benefited (been helped) from accessing the new centre.
- % of users who believe that they have been treated well when accessing the new centre.
- % of hours the centre is used against total possible programme hours.

Is anyone better off? (%)

- % of participants showing improved locus of control / self-efficacy / wellbeing (global metrics).
- % of weight loss programme participants showing a decrease in body weight.
- % of smoking cessation programme participants stopping smoking.
- % of training participants gaining qualifications.
- % of training participants who are young people (16-24) moving from NEET to training.
- % of fitness class/sports hall/gym users reporting increase in wellbeing (six-monthly survey).

Acknowledgements

We are grateful to many people for their contributions and input to the research which informed this guide. In particular we wish to record our thanks to:

*Katrina Godfrey and Geoffrey Simpson, **The Executive Office***

*Hugh Widdis, **Department of Finance***

*Peter May, **Department for Infrastructure***

*Celine McStravick and Frances Lyons, **National Children's Bureau***

*Brendan McDonnell and Brenda Kent, **Community Evaluation Northern Ireland***

*Lesley McCombe, **Department of Justice, Community Safety Division***

*Julia Fitzhenry, **Performance, Improvement and Commissioning Department, South Eastern Health and Social Care Trust***



Published and printed by CDS

CDS 193450

ISBN 978-1-912653-01-0

