

# WHAT WORKS SCOTLAND



**Workplan 2014-2017**



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## Introduction

What Works Scotland (WWS) is a joint initiative funded by the Economic and Social Research Council, the Scottish Government and the Universities of Edinburgh and Glasgow to improve the way agencies in Scotland use evidence to make decisions about public service development, delivery and reform. In this document we outline how we will achieve this aim as we work with communities and organisations across Scotland involved in the design and delivery of public services to:

- learn what is and what isn't working in their local area
- encourage collaborative learning with a range of local authority, business, public sector and community partners
- better understand what effective policy interventions and effective services look like
- promote the use of evidence in planning and service delivery
- help organisations get the skills and knowledge they need to use and interpret evidence and embed its use in their everyday working practices
- create case studies for wider sharing and sustainability

<b>WHY?</b>	<b>“Using evidence to transform public services for all of Scotland’s communities to flourish”</b>	<ul style="list-style-type: none"><li>• Making a difference in people’s lives</li><li>• Impact on tackling inequalities and creating opportunities for all to flourish</li><li>• WWS’s contribution to Public Service Reform</li></ul>
<b>HOW?</b>	<b>How WWS works</b>	<ul style="list-style-type: none"><li>• Collaboration/Scottish Approach principles</li><li>• Knowledge Transfer/Facilitation</li><li>• Capacity Building</li><li>• Legacy</li></ul>
<b>WHAT?</b>	<b>What WWS does</b>	<ul style="list-style-type: none"><li>• Answers WWS’s research questions and identifies what works and what doesn’t</li><li>• Contributes to the evidence base</li><li>• Financials</li></ul>

## Background

Scotland has adopted a new approach to developing its public services and there is now a broad consensus about what is increasingly termed the Scottish model for public service delivery and reform. This vision for effective public service reform, building on the work of the Christie Commission, has become the accepted way forward. This emergent Scottish model prioritises:

- Service performance and improvement underpinned by data, evidence and the application of improvement methodologies;
- Building on the strengths and assets of individuals and communities rather than focusing on perceived deficits; and
- Services which are shaped and co-produced by service providers and citizens and communities who receive and engage with these services.

There are formal institutional arrangements in place which aim to make this a reality. Key to this are Community Planning Partnerships (CPPs) and the adoption of the National Performance Framework. In addition, efforts have been made to adopt a more coordinated approach that involves local communities in decision-making. However its implementation has been criticised for being patchy. This document sets out an exciting framework to meet some of the challenges inherent in this approach and assess how best we can work with those who use, design, commission and deliver public services to ensure that they effectively meet the needs of local people.

What Works Scotland is committed to helping in the transformational and sustained reform of Scotland's public services to improve the well-being of its population and to achieve a significant step change in service design and delivery. To this end, we are working with a range of partners and using evidence to transform public services for all of Scotland's communities to flourish. This document details our workplan for 2014-17, setting out our approach and our plans to achieve this ambition. The focus of this first iteration of our plan is on the first year of work, with an indication of intended developments beyond that. We anticipate the workplan will develop and evolve over the course of the programme as we work with those who use, deliver and commission services to collectively explore and apply understandings of what works to promote effective services and also explore what does not work and why.

The Scottish approach, with a focus on outcomes, prevention, assets and co-production in public service delivery and reform is central to WWS's work and we will operate to the same guiding principles.

## What Works Scotland: The Team

What Works Scotland is a collaborative endeavour and brings together staff from the Universities of Glasgow and Edinburgh, other universities, and governmental and nongovernmental partners to focus on public service delivery and reform and examine what works and does not work and apply this learning to the Scottish model.

Our management team:

Nick Bland: Lead on spread and sustainability

Peter Craig: Lead on data and evaluation

Ailsa Cook: Lead on collaborative action research, case study development

Chris Chapman: Lead on performance and improvement

Ken Gibb: Lead on quantitative data analysis, cost effectiveness

James Mitchell: Lead on strategic analysis, staffing, finance and coordination

Sarah Morton: Lead on evidence to action, knowledge exchange, the evidence bank

Nick Watson: Lead on capabilities approach, staffing, finance and coordination

Supported by:

Hayley Bennett: Research Associate

Richard Brunner: Research Associate

Claire Bynner: Research Associate

Oliver Escobar: Lecturer

Lynda Frazer: WWS Manager

James Henderson: Research Associate

Simon Kershaw: Events Coordinator

Brenda Saetta: Administrative support

Karen Seditas: Evidence Bank Lead

PhD students:

Tamara Mulherin

Helen Chung Patterson

Sarah Ward

Alex Wright

We are collaborating with a number of key delivery partners:

- Glasgow Centre for Population Health
- Healthcare Improvement Scotland
- Improvement Service
- Inspiring Scotland

- Institute for Research and Innovation in Social Services
- Joint Improvement Team
- NHS Education for Scotland
- NHS Health Scotland
- Scottish Council for Voluntary Organisations

In developing this workplan we have consulted with all our partners and a wide range of key practitioners and policymakers.

## Vision, Aims and Objectives

The overarching aim of WWS is to support the use of evidence to plan and deliver sustained and transformative change in public services. WWS has adopted a demand led and collaborative approach and is working with a range of third sector organisations, central and local government and with Community Planning Partnerships to generate an evidence culture involving feedback, improvement methodology and expert support.

The focus of WWS is on four key questions:

- How can we take what we know from individual projects and interventions and translate this into system-wide change?
- What is working (or not working), and why, at the different levels of delivery and reform and at the interface between those levels? How do we identify actions which can be taken in communities, at CPP and the national levels to improve impact?
- What does the evidence (including international) say about large-scale reform programmes that have succeeded or failed and the impact they had in a system-wide context?
- Why do results vary geographically and between communities, and how can we balance local approaches with ensuring spread of what works?

We are using a place-based approach to answer these questions working with four Community Planning Partnerships (CPPs) as case studies in a programme of collaborative action research, evidence synthesis and knowledge to action. We are also working with nine CPPs who will be 'learning partners'. CPPs are the ideal focus for this work as they are key to public service delivery and reform, coordinating activities as they seek to meet targets set by Scottish Government through the National Performance Framework. The CPP brings together the public agencies and third sector organisations and communities ensuring all are genuinely engaged in decisions.

To answer these questions we have identified the following key objectives:

1. Working with a range of different organisations across Scotland we will build the capacity to capture, analysis and use data and research evidence for planning, performance management and service improvement.
2. Working with Community Planning Partnerships and aiding them in the development, implementation and evaluation of preventative, assets based and co-productive approaches to practice that contribute to the achievement of identified National Outcomes in four case study areas.

3. Systematically capturing evidence across four case study areas as to 'what works' and doesn't work in the development of assets based, co-productive and preventative approaches and in building capacity in evidence use.
4. Critically analysing case study findings and broader evidence to determine the factors that support and hinder the implementation of improvement processes in organisations and communities.
5. Working with national and local delivery and sustainability partner organisations to explore the implications of the findings for future practice, policy and research and building on their existing work, develop and implement a range of approaches to sustain, scale up and spread approaches that work.
6. Utilising the Capabilities Approach as a tool for evaluating and assessing policy interventions and exploring its usefulness as a methodological tool for examining the impact of changes in public service reform.

The development of cost effective and economically sustainable public services should be a routine element of any reform process. In a period of austerity and scarce public resources this becomes even more essential and we will ensure that economic evaluation is included where relevant.

## Workstreams

To help us answer these questions and to meet the objectives, we have set out ten workstreams. Whilst these are presented here as discrete workstreams this is for presentation reasons only. Each workstream includes specific and discrete packages of work, led by identified members of WWS. This organisation of workstreams will be kept under review over the period of the programme and if necessary, the structure simplified, amended or augmented as required. The themes that are explored across the workstreams are connected and the programme has been designed to ensure links and synergies are drawn as the programme progresses, and that learning is shared.

There are two types of workstreams: those that are exploring specific themes, and cross-cutting workstreams that focus on specific methods and approaches central to What Works Scotland. The workstreams are:

<b>Workstream</b>
Collaborative action research (CAR)
Evidence into action (E2A)
Capability and outcomes (C&O)
Community engagement and capacity building (CE)
Evaluation approaches (EV)
Governance (G)
Improvement and effectiveness (I&E)
Leadership (L)
Prevention (P)
Spread and sustainability (S&S)

### *Collaborative Action Research*

The Collaborative Action Research (CAR) workstream is working with four Community Planning Partnerships- Aberdeenshire, Fife, Glasgow and West Dunbartonshire, as case studies. We are working with the CPPs as they identify and develop up to three action research projects and work with them and their local communities in the use of evidence in the planning and delivery of effective public services in these topic areas. Nine other CPPs have been chosen as 'learning partners' and they are beginning to work alongside the case studies, as a critical friend and to spread learning of the approaches taken to these areas. A collaboration approach is supporting case study areas both separately and together to develop

and progress work, and provide opportunities for sharing learning between case study areas and learning partners. The CAR approach is following a five phase cycle: 1. Study and plan; 2. Take action; 3. Collect and analyse evidence; 4. Reflect; 5. Spread.

### *Evidence into Action*

The evidence into action (E2A) stream will support the use of evidence in planning, delivering and developing public services over the funded period of WWS and develop a sustainable evidence 'ecosystem' beyond. It will help to develop systems, processes and partnerships that will support the use of evidence in transforming public services for all of Scotland's communities to flourish, building on well-developed tools and techniques. The E2A stream builds on the work of the Centre for Research on Families and Relationships at the University of Edinburgh about how best to ensure research can be useful in policy and practice settings. It will deliver support to the CAR projects and will oversee the production of evidence reviews, making sure that all our publications are accessible, meaningful and useful to the development and delivery of public services and those who use them. It will establish an evidence bank to provide evidence reviews, share learning and create a long term resource. It will also establish a knowledge broker network to enhance capacity to apply evidence in Scotland.

### *Capability and Outcomes*

The Capabilities and Outcomes workstream (C&O) will integrate the National Performance Framework and outcomes, a central emphasis in the Scottish model, with Amartya Sen's Capabilities Approach. The Capabilities Approach was developed to counter what Sen regarded as an over-reliance on top down economic evaluations and the utilitarian basis found in much traditional development research and welfare economics. The Capabilities Approach shifts the focus to an analysis of the *actual opportunities a person has* in particular what individuals are able to do and to be and their capacity to achieve the kinds of lives they have reason to value. In the Capability Approach a person's capability to lead a good life is defined in terms of valuable 'beings' and 'doings', such as their opportunity to be healthy, to form relationships, to feel safe and secure or to be part of the community. Emphasis is placed on the quality of life that individuals are actually able to achieve and it fits well with Scotland's assets-based approach to public service reform and serves to remind us why public services exist. This workstream will develop an analytical framework for public service reform to focus on supporting - nurturing, protecting, providing, expanding, restoring - the capabilities of individuals and communities in Scotland to conceive, pursue and revise their life plans and to be and do what they have reason to value. This work stream will also give us space to reflect across the programme as to both who What Works Scotland is for and who public services are meant to serve and why they exist, giving a focus on the role public services play.

### *Community Engagement and Capacity Building*

The Community Engagement and Capacity Building (CE) work stream will develop a better understanding of what works in community engagement and community capacity building. It will draw on existing theoretical and empirical work, examine

and analyse existing practice and contribute to a bank of evidence. It will inform the development of the emerging Scottish model with particular reference to Christie's aim to empower individuals and communities receiving public services by involving them in the design and delivery of the services they use. It will form a key component of the case studies, in which all CPPs have intimated that CE will be central to their action research programmes. The work stream will draw on a range of approaches including direct engagement with communities, identifying who and what works in community engagement, and analysis of the interface between the third sector and the CPPs and the use of participatory budgeting.

### *Evaluation Approaches*

The systematic comparison of the effectiveness and cost effectiveness of public services through evaluation should be a routine element of public service reform and the decision-making process. The Evaluation Approaches (EV) workstream will undertake a series of evaluability assessments and evaluations of CPP-level interventions. This will provide decision-makers with new evidence of effectiveness and allow us to demonstrate the utility of novel approaches to evaluation and what works in evaluation. We shall identify, develop and pilot a range of approaches that can be applied to CPP level interventions with stakeholder and community engagement and support, to generate evidence that is useful to both the CPPs and their communities. Two specific approaches will be employed initially - evaluability assessment and comparative case studies using synthetic controls. Other approaches to evaluating place-based activities will also be identified, appraised and applied.

### *Governance*

The Governance (G) work stream will develop an understanding of the purpose and nature of CPPs and their role in the Scottish model. It will bring together work on partnership, integration, intersectional collaboration and multi-level governance, exploring what the literature tells us about what works in these areas. An important dimension of this workstream will be to explore the relationship between the NPF and local Single Outcome Agreements. This will be done through systematic analysis of each of the 32 SOAs, including a detailed exploration of the construction of a selection of cases. The extent to which and manner in which data informing the NPF and SOAs are articulated conjointly will be explored. This workstream will include policy reunions where key actors in the development of the Scottish model will reflect on their role, their intentions and the outcomes, analysis of quantitative indicators data, elite interviews and documentary analysis.

### *Improvement and Effectiveness*

Improvement and the use of improvement science are central to the Scottish model and an exploration of this will be the focus of the Improvement and Effectiveness (I&E) work stream as it seeks to understand the structures and processes that support the transformation of public services. This stream has three core elements: first, an exploration of the language and terminology that surround the concepts; second, the development of an understanding of what works in terms of improvement and effectiveness of designing and delivering public services; and third,

the generation of an empirically based framework for understanding what works and why. It will assess and evaluate the applicability of a range of models including those applied in the private sector to develop and broaden the theoretical concepts that underpin improvement methodology and its application to public service reform.

### *Leadership*

Transformative change requires strong leadership in the workforce, in the management and in the community and an in-depth interrogation of this concept will form the focus of this workstream. Leadership as a concept requires attention in terms of our understanding of the practice and increasing its effectiveness in delivering change. The workstream will carry out an extensive literature review of what good leadership looks like and what works in its promotion and development, and the barriers to its implementation. It will look at the skills required for leadership and how they can be developed and promoted both in terms of their effectiveness but also to enable diversity and inclusion. It will also explore the role of leadership within collaborative governance, asset based approaches, transformational change and the challenges inherent in the emerging Scottish model.

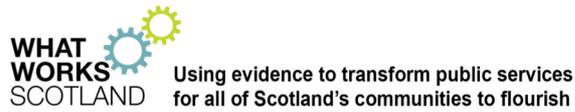
### *Prevention*

Prevention as a function for public services is a key element in the emerging Scottish model but remains under-researched. The Scottish Government's response to the Christie Commission called for a 'decisive shift towards prevention' but what this means and how this will be enacted remains unclear. This workstream aims to contribute towards a better understanding about how services can be designed with prevention in mind. It will seek to address the meaning of prevention and its fit with public service delivery, identify the impediments and barriers to its implementation and in so doing contribute to a clearer understanding of the importance and nature of prevention, and help inform the transformative change required in Scotland's public services. It will identify existing examples of good prevention initiatives across a range of sectors including health, the police and fire and rescue and it will also seek to explore the economics of prevention.

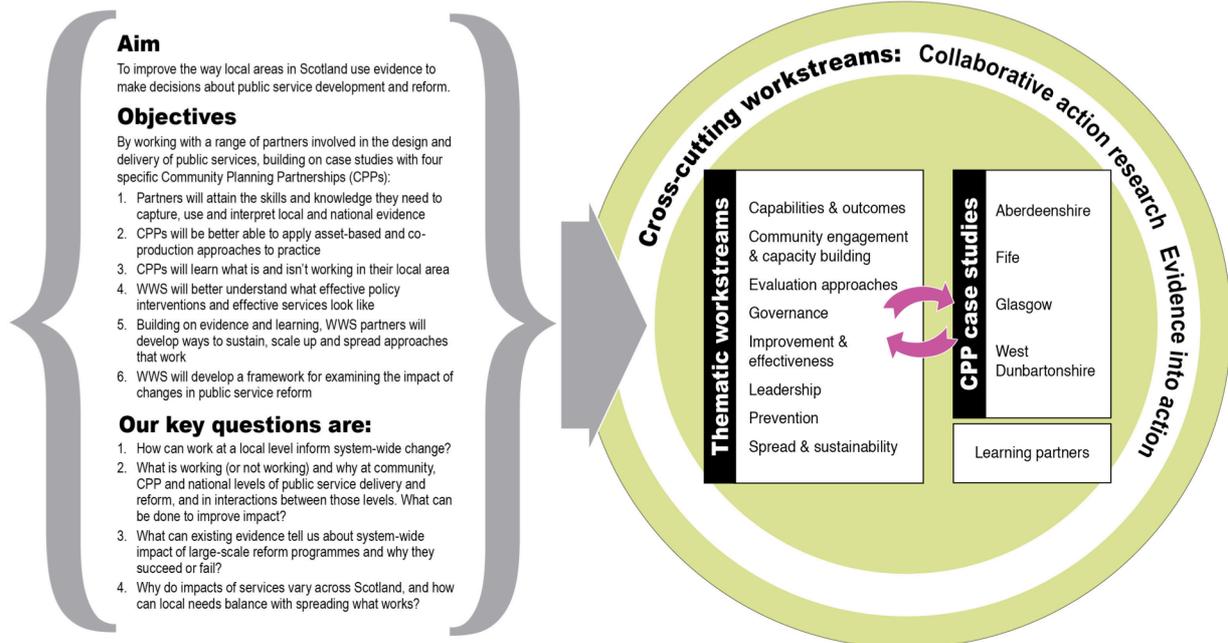
### *Spread and sustainability*

The Spread and Sustainability (S&S) workstream aims to improve our understanding of the factors and conditions that encourage, and inhibit, the spread and sustainability of improved service planning and delivery of public services in the Scottish approach. This includes reviewing the diverse literatures on the theory and concepts of scaling successful initiatives and achieving transformational change; and examining the evidence for effective approaches to spread and sustainability. We will also work with partners to explore practical attempts to spread successful change and innovation in public service design and delivery. For WWS to have a lasting effect we will have to ensure we build on the evidence and learning that emerges across the WWS programme and develop knowledge and techniques for learning to be spread through knowledge translation and exchange across Scotland and beyond. We will engage with key partners to realise the spread, sustainability of learning and successful approaches. Adopting a dialogical approach to knowledge exchange we will engage with partners from the start to ensure that the work of

WWS and project partners is mutually reinforcing and ensure the lessons from the work are embedded into policy and practice both locally and nationally.



## 3 Year Programme



## Communication, Engagement and Impact

Effective communication and engagement is critical to the success of WWS and our aim is to build on and develop the emerging What Works approach whilst highlighting the distinctiveness of the Scottish version. We will make this an essential part of policy-making and service delivery in Scotland as we work closely with policy-makers and those engaged in delivering services both in Scotland and beyond.

By growing and improving the evidence base on effective policy interventions and working with a range of organisations, designing and delivering public services in Scotland to promote the use of evidence in developing practice, WWS will impact on a range of groups involved in public service reform including:

1. CPPs and other community planning partners.
2. Public sector, third sector and statutory bodies charged with designing and delivering effective and efficient services in Scotland.
3. Central and local government.
4. Policy networks concerned with public service delivery in Scotland, the UK and in Europe (such as the Equalities and Human Rights Commission, Association of Directors of Social Services, COSLA, Social Care Institute for Excellence, National Institute for Health Research).
5. Elected representatives, cross-party groups, local authority councillors, and NHS Board Members.
6. Third sector organisations representing the interests of users of public services in Scotland and the UK (SCVO, Carers National Association, the Scottish Community Care Providers Organisation, Glasgow Disability Alliance, Centres for Independent Living, Scottish Federation of Housing Associations).
7. Members of local communities where services are delivered.

WWS will achieve this impact by:

1. Close engagement with CPPs across Scotland, building on work with our case study and learning partners. We are developing and will sustain a close working relationship not just with the CPPs selected to be directly involved with WWS but with all Scottish CPPs.
2. Any evidence reviews developed or identified through the case study work will be made widely available through the Evidence Bank, and links with NES, Improvement Service and Health Scotland. These publications will be action oriented and will aim to help service providers, commissioners and policy makers in the decision making process.
3. The WWS website ([www.whatworksscotland.ac.uk](http://www.whatworksscotland.ac.uk)) provides up to date information on our activities and outcomes. A regular blog, alongside our Twitter account (@WWScot), supports regular dialogue between stakeholders on key issues as they emerge. This will create a community of involved and

engaged stakeholders who will be able to interact with all elements of WWS and will be open to members of the public to engage with us. The Evidence Bank is developing a focus point for relevant evidence on public service reform from WWS, our partners and wider evidence sources.

4. With the permission and collaboration of the various organisations we work with, we will create a montage of visual and oral material, and written 'case studies' will be assembled that demonstrate the 'most significant' themes arising from WWS findings. These will be made available as a resource to all and will be publicised through their networks, and made freely available via the website and Evidence Bank. This will also be promoted through academic networks and press offices at the Universities of Glasgow and Edinburgh.
5. At the completion of the WWS programme we will produce a series of linked project reports, outlining key learning from both the processes and topics explored by WWS in accessible formats that will be freely available. These will be written and designed in conjunction with our partners to ensure that they are accessible and useful, and will be widely shared through formal and informal networks accessed through our stakeholder organisations to ensure they reach a wide range of interested audiences.
6. Development and sharing of tools to enhance evidence use and close the evidence-to-action gap via the web, social media and events.
7. A series of local and national engagement events, to develop thinking and share this more widely, including a final 'roadshow' programme in 2017 to engage a wider range of localities in the learning from WWS.
8. Communication, dissemination and events hosted by WWS partners focusing in specialist aspects of the work (e.g. national agencies with specialist interests engaging with specialist partners through newsletters, websites and specialist events).
9. Our communication strategy uses a range of relevant channels to ensure the widest impact of WWS. In addition to the web, twitter and blog described above, this includes a press engagement strategy with both local and national press. Relevant communication methods for the various beneficiaries will be included, for example professional newsletters, or local interest group communication channels.