Item 3

25th March 2025

Glasgow Community Planning Partnership
Strategic Partnership

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GLASGOW COMMUNITY PLAN – PERFORMANCE FRAMEWORK

Purpose of Report:
This report sets out the new Performance Framework for Glasgow's Community Plan. It describes the process undertaken over the last six months to co-design this proposal and the principles that will underpin the work of all partners to reduce poverty in the city.

This shared city Framework sets out a series of core outcomes for the citizens of Glasgow that will be delivered through the Partnership, as well as a suite of measures that will provide the necessary insight to understand progress and impact and drive action.

Furthermore, the paper describes the next phase of work required of partners to fully test, iterate and develop the Performance Framework over the course of the next six months.

Recommendations:

- Note the process undertaken to create the new Performance Framework and acknowledge this is a test of change in a wider public service reform context.
- Discuss and provide feedback on the proposed outcomes and the suite of measures to understand impact and drive action for the citizens of Glasgow.
- Agree to work with partners to further socialise and test these over the next six months, including undertaking wider engagement with communities.
- Agree to work with partners to continue to collaborate on deploying resource and expertise, including building capacity to change, to achieve the outcomes in the Framework.
- Note that further updates will be brought back to the 2 December meeting.

1 Introduction

1.1 This report provides a summary of the approach taken to co-design the Glasgow Community Planning Partnership's (GCPP) new Performance Framework for the Community Plan. It describes the process undertaken and the principles that have underpinned this shared work. The paper proposes a series of core outcomes to be delivered by the Partnership as well as a suite of measures that will provide insight in relation to progress and impact, and crucially drive action. Furthermore, the paper describes the work required of partners to fully test, iterate and develop the Performance Framework over the course of the next six months.

2 Context

2.1 In February 2024, the Glasgow Community Planning Partnership (GCPP) approved its ten-year Local Outcome Improvement Plan (LOIP). This set out a single priority commitment for city partners to address 'Family Poverty – Reducing Poverty and Inequalities in Glasgow's Communities'. Alongside this, the LOIP, also known as the Community Plan, sets out a series of enabler themes through which to consider activities:

1) Building good public health and community resilience
2) Developing good quality housing and neighbourhoods
3) Improving skills and employability support
4) Driving public service reform
5) Building community wealth

In addition, the Community Plan also commits the Partnership to core ways of working to deliver sustained impact for the citizens of Glasgow. These require activities that are **person centred, place based** and will drive forward **public service reform.**

2.2 The LOIP commits the GCPP to developing a Performance Framework that will detail the outcomes to be secured over one, three and ten years of the plan. At their meeting in June 2024, the GCPP committed to re-shape the approach used to demonstrate and drive impact, ensuring accountability is measured appropriately for the shared vision for the city. It was agreed that the core elements of a shared Framework should capture:

- a broad range of activity that will make a difference for communities.
- the voice of our communities
- the extent of partnership working to facilitate change.

2.3 Over and above this, the GCPP were steadfast in their commitment to create a Performance Framework that was not beholden to statistics and quantitative measures. Whilst important, the Partnership were keen to use these measures as a means through which to describe the impact of their joint endeavour and inform future work, and not solely to track numbers. On that basis, the Partnership was clear that the narrative informed by data was strengthened through qualitative insight and analysis in order to guide action and make

changes where appropriate. As evidence of the Partnership's commitment to a new approach to accountability, there was also recognition that the measures used to inform the narrative would also need to evolve over time. The Performance Framework would not stand still, rather it would mature along with the Partnership's joint endeavours and culture of learning.

2.4 Members of the GCPP Strategic Partnership nominated staff to participate in the development process. A scoping discussion took place in September 2024 to agree the approach and timescales for this work. Along with early contributions on the change that this Framework will seek to capture, there was agreement that participants would bring their organisational insights and evidence from their service user/community engagement to enrich the process. In addition, the co-design process has also been cognisant of the findings from intensive collaborative projects such as The Promise.

3 Co-design Process – A Test of Change

3.1 With support from the Improvement Service in facilitation and design, an agile approach, loosely based on the Dynamic Systems Development Methodology (DSDM) was agreed for this work. This uses a process of ongoing iteration and rapid development based on core principles including building incrementally from firm foundations, collaboration, continuous and clear communication, timely delivery and a focus on quality.

3.2 A group of 'co-designers' representing GCPP partners have been undertaking the detailed work to shape the Framework using a series of intensive 'sprints'. In turn, the co-designers were supported by a 'Critical Friend' model that provides the opportunity to secure input on progress, challenges and barriers and affords the space to reinforce or reset as appropriate.

3.3 Three separate blocks of 'sprints' were undertaken between September 2024 and February 2025. The Framework has developed incrementally as co-designers, including those with detailed data expertise, have shaped, tested, learned and refined. The first Sprint focused on determining:

- the detail of each of the enabler themes in the Community Plan
- the type of activity that would deliver these.
- what 'good' would feel like in communities for each theme

3.4 This work generated a first version of the Framework that reflected the complexity of capturing all of the work taking place across the Partnership. It generated over 200 contributions on the changes we should aspire to see across the five enabling themes, 60 questions that could be used to inform progress and over 200 measures that might demonstrate this.

3.5 When presented with this version of the Framework, the Critical Friend Group:

- Endorsed that the development of the Framework was on the right lines.
- Reiterated the need to be **brutal** about only asking what really matters. It should focus on **as small a number of measures as possible - a small number of 'acid test' 10 year outcomes.**
- Emphasised that it is crucial that the Framework is constructed to **motivate change** – it should be a **resource/tool to inform action** and not something that ties us in knots.
- Stated the intention is to **measure the Partnership** using intelligence from individual partners and to **focus on impact** and not activities.
- Required that the Framework be able to show that the steps that we are taking are **bridges towards the longer-term outcome.**
- Confirmed that the Framework **will require contextual narrative** that seeks to explain the complexity of this work – including that this is an iterative piece of work. We need to generate stories to describe the change (**qualitative narrative**) to craft a collection that together tells the whole story.
- Required that we **include 'proof of change' in the meantime** – with interim measures that feel different but are stepping stones to the longer-term outcomes.
- Set out that we need to be much clearer about **disaggregation -** how we will measure **equality impact** and also the impact for priority child poverty groups.
- Agreed that we should **use the citizen voices that we have access to** in order to ensure that citizens are represented in the Framework.

3.6 Using feedback from the Critical Friend Group, the second sprint strengthened the focus on the GCPP's approaches of **person centred, place based and public service reform.** Work was undertaken to define these and ensure they were evident in the next iteration of outcomes (**Annex A**).

3.7 Six high level outcomes were created by the co-designers. Each outcome also included additional detail on how the enabler themes aligned to them. Using these, scoping was undertaken to determine the intelligence required to demonstrate change towards these outcomes. A total of 37 proposed measures were identified, some new, some in existence and some a combination of existing or new data sources.

3.8 The third sprint focused on refining these measures to ensure they are used to truly focus on the shared endeavour of the Partnership. In tandem, intensive work has been undertaken to test the feasibility of each of the measures.

4. Proposed Performance Framework

4.1 The sprint cycle approach has ensured that the Performance Framework incorporates the key elements required by the GCPP. It proposes a small number of long-term ten year outcomes that will drive change through person-centred, place based or public service reform activity across the Partnership. These can be driven by activity that is aligned to the five enabler themes. The proposed outcomes are:

1) People, families and communities access the right support at the right time for them, tailored so they avoid poverty and flourish.

2) Our communities are attractive and safe places to live with access to services that are locally appropriate.

3) Services are designed and delivered with people and families at the centre.

4) Our city service infrastructure is built on strong partnership working, co-ordinating the use of collective resources to tackle poverty.

5) Our actions are rooted in early intervention and preventing families from experiencing poverty.

6) Family poverty has reduced.

These outcomes reflect the Getting it Right for Everyone (GIRFE)/Every Child (GIRFEC) principles that underpin work nationally. Additional detail, specifically how the outcomes interact with the enabler themes, is set out in full in **Annex B**.

4.2 The GCPP were instructive in their requirement that the Framework be used to tell the story of the shared endeavour of the Partnership rather than simply a list of statistics. The proposed outcomes provide the scaffolding on which this narrative can be structured in order that innovative processes and tests of change can be measured to the benefit of ongoing public service reform development. The richness of the story however will be informed by the interpretation of a core set of measures, both individually and in various combinations with one another to describe the collective impact of the Partnership's focus.

4.3 Work has been undertaken to ensure that the initial set of measures can be fully captured in order to provide the collateral necessary for this new approach. Detailed research has been undertaken to understand and clarify accessibility and ownership of data, reporting format and cycles, the breakdown of data available based on geography, equalities, child poverty priority groups, and also

the various monitoring systems that are currently used to capture and hold this data. Analysis has also been undertaken to understand the endeavour required to capture the data necessary for new measures that have been proposed. Through this the co-designers have been able to ensure that the proposed measures provide a feasible baseline of information from which to tell our story.

4.4 A total of **30** measures are proposed for use in this Framework. These are considered to provide the insights required to describe progress towards securing the outcomes of the Partnership. These measures use **25** different data sources, **17** of which are data that is already being captured, and **8** are new data sources that will require significant work to collect. The Critical Friend Group were supportive that this version provides a solid starting point for the Framework rather than a finalised model and emphasised the importance of the narrative to explain what the measures are collectively telling us. The full list of proposed measures is summarised in **Annex C.**

5. Reflections on the Process

5.1 The development process for this Framework has required partners to embrace and co-design a new approach to measuring success. Both the co-designers and the Critical Friend Group have been challenged to think and act differently to achieve this, navigating the complexities of implementing an agile process within the public sector. Whilst this has not been without its difficulties, those that participated have welcomed the approach, recognising the opportunity to re-envisage the way the city demonstrates success while acknowledging the value of the culture shift required to demonstrate how things can be done differently.

5.2 Participants have been keen to highlight the necessity to fully commit to this new approach, ensuring that proper time and appropriate capacity is brought to this work. In particular the Critical Friend Group were supportive of taking the appropriate time to consider the full complexity of the ask before bringing it back to simplicity and acknowledged that this time taken will pay dividends in the long run. The full commitment of each GCPP organisation will be necessary to ensure that this succeeds.

5.3 By adopting an identified methodology, we have not only been able to rethink traditional success metrics but also consider how this approach might be applied in other areas.

6. Next Steps

6.1 A key strength identified by the Co-Designers and the Critical Friend Group has been the momentum built in developing this Framework, along with a mindset shift that has made colleagues more comfortable with an iterative approach to development. This framework has been developed by all partners, is owned by all partners and will be used by all partners, reinforcing collective accountability.

6.2 The GCPP is asked to endorse this iterative approach as we enter the next phase of development. This next phase is not just about refining the framework

itself but also about testing how we bring data together in a meaningful way to drive action. The framework is intended to be a tool for change, not just measurement, and it will play a key role in demonstrating how improvements are being made across the partnership.

6.3 This Performance Framework is very much built on desk-top investigation and analysis. It is now essential to begin formally testing the proposal to determine its fit for purpose and identify areas for improvement. Furthermore, this testing will also strengthen our understanding of the direct contribution that each GCPP member can make to support the successful implementation of the Performance Framework to drive improvement at local level.

6.4 During the course of April – October 2025, the testing phase will:

- Begin the collation of existing measures.
- Further develop approaches to collecting new data sources, trialling in targeted areas/with specific groups of organisations; and
- Use the proposed measures to shape a meaningful narrative around the outcomes linked to key activities being undertaken across the Partnership, including Child Poverty Programme – Demonstrations of Change and Enabling Workstreams, Whole Family Early Intervention Fund, Place Based Locality Plans and Area Partnership Plans, third sector capacity change work.
- Establish a baseline for measurement where data collation allows, including definitional work on key concepts such as prevention and early intervention.

6.5 The co-design team and the Critical Friend Group recognise that those involved in the creation of does not reflect the full breadth of city partners, including citizens and so the next stage will see partners undertake more intentional engagement with key stakeholders. This phase presents an opportunity to audit existing community conversations and consider how best to incorporate insights from the third sector, where community voices are well represented.

6.6 As the co-design process has scoped the initial iteration of the Framework, much has been learnt about the work necessary to collate, analyse and interpret the statistics, case studies and experiential learning that will be used to craft the GCPP's impact narrative. The key elements of this work include:

- Securing necessary data sharing arrangements
- Co-ordinating the submission of agreed data in line with approved reporting cycles
- Establishing and securing ownership and resources for processes to collate new data sources.
- Collating and recording data and insights in a shared repository.
- Data cleansing
- Analysis
- Interpretation and content creation for reports

6.7 Effective communication will be critical to the success of this framework, ensuring that it is both understood and widely adopted. A common language must be established to enhance clarity and consistency, particularly given the low awareness of community planning and its role among many stakeholders. While the structure of the framework itself tells much of the story, a clear and strategic communications plan is needed to reinforce its purpose.

6.8 To ensure success, a strategic endorsement from the Partnership is required, alongside a commitment from each partner to adapt to be able to contribute resources in kind and participate in the development and implementation of a structured testing plan, including the ongoing work to develop data sharing. This should be complemented by work on building readiness for change.

7.

Recommendations:

The GCPP is asked to:

- Note the process undertaken to create the new Performance Framework and acknowledge this is a test of change in a wider public service reform context.
- Discuss and provide feedback on the proposed outcomes and the suite of measures to understand impact and drive action for the citizens of Glasgow.
- Agree to work with partners to further socialise and test these over the next six months, including undertaking wider engagement with communities.
- Agree to work with partners to continue to collaborate on deploying resource and expertise, including building capacity to change, to achieve the outcomes in the Framework.
- Note that further updates will be brought back to the 2 December meeting.

Annex A
Definitions of GCPP's Agreed Approaches

Person Centred

Service design and delivery that prioritises the individual, or family, and their wider circumstances, focusing on what matters most to them.

It builds on people's capability to take an active, early, and preventative role in decisions to meet both their needs and aspirations, developing skills and resilience for the future.

Place Based

Community focused service design and delivery shaped by local voices.

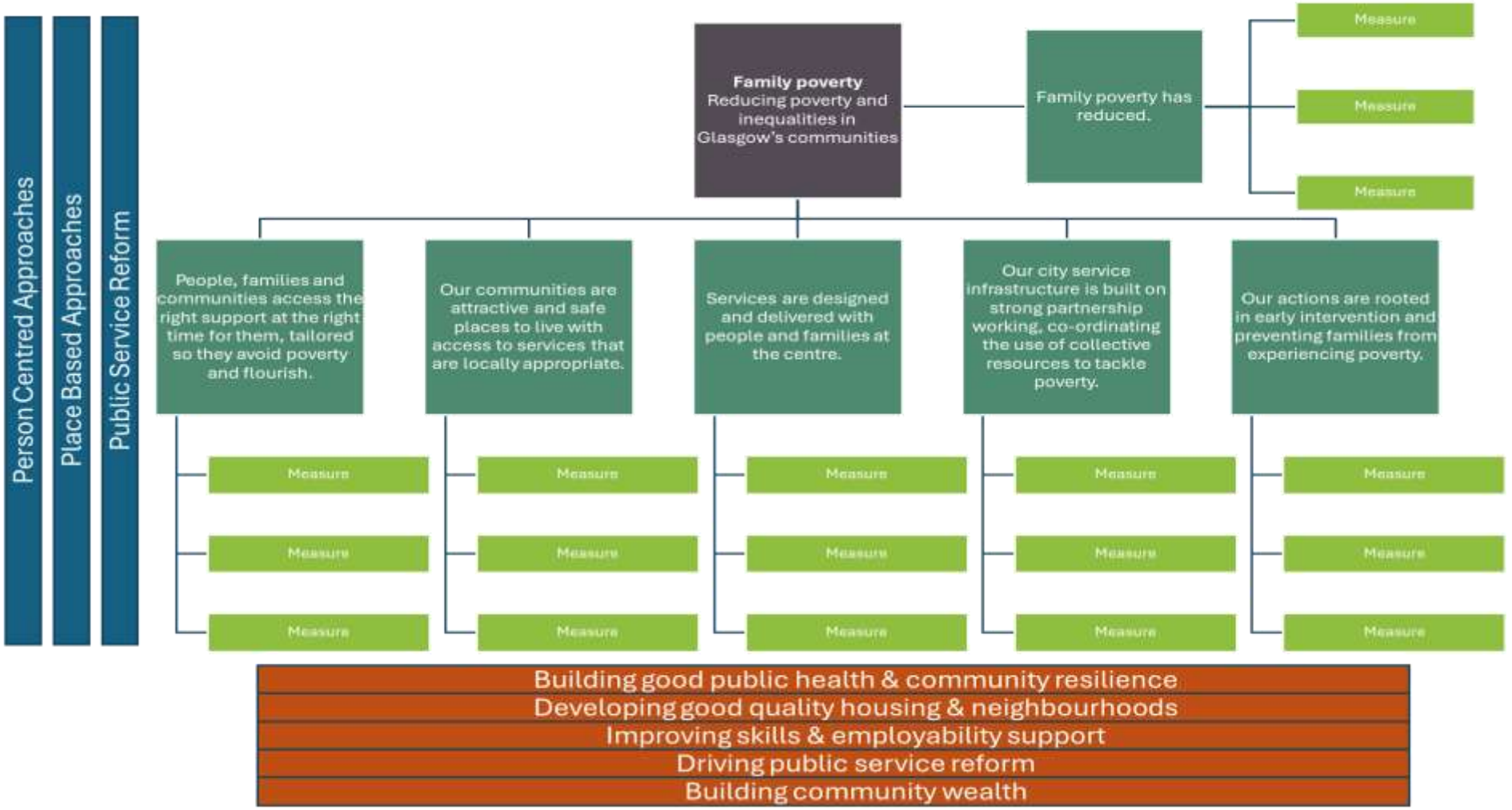
Collaborative working complements and strengthens local assets, improves urban infrastructure and supports communities to flourish.

Public Service Reform

The change necessary in culture, practice, policies, governance, finance, and accountability to reduce inequality and improve outcomes for citizens through strengths-based prevention and early intervention.

Ultimately this will enable our families and communities to flourish, ensure delivery in line with the needs and aspirations of citizens and improve the use of resources.

Annex B
GCPP Wireframe Framework Structure



Annex C
GCPP Framework Measures

Detail on the measures and how they fit into the overall structure can be found at the following link:
https://miro.com/app/board/uXjVIa28RRg=/?share_link_id=644894880984

The measures are listed below. Unless otherwise stated, the intention is to be able to disaggregate these measures where possible at ward level and by priority groups to allow comparison across the city:

- The number of the following in local areas: Social Enterprises, Community Businesses, Private Businesses. Rates of business establishment and closure across these categories.
- The number of services employing tools that clarify an individual or family's needs, concerns and priorities holistically.
- Number of repeat crisis interventions being paid out to the same individual or family.
- GCPP partner organisations' integration of citizen voice in the design and/or evaluation of strategies, policies and/or services. Extent of collaboration across GCPP on integration of citizen voice.
- Map of spending across GCPP to differentiate crisis vs preventative spend and highlight proportion of expenditure that is targeted at people who are identified as having the highest levels of need (CP priority groups and/or locally identified priority groups).
- Cost of poverty across all partnership organisations/services, differentiated by crisis vs early intervention spend.
- The number of 'blue light' callouts where the primary support need identified is not related to crime or rescue.
- Unemployment/economic inactivity among youth aged 16-24 by ward and skills gap at a ward level.
- The amount of vacant & derelict land or vacant commercial properties within local areas.
- Supply/Demand mapping: How well does the provision of services in key areas of the city match the demand for services.
- Number and use of public spaces transferred to community organisations through asset transfer.
- Overall number of children living in poverty in Glasgow.
- The number of families in relative/deep/persistent/in-work poverty. Each of these stats broken down across the different geographies and priority groups as per the Child Poverty Dashboard.
- The number of co-located services in GCPP partner locations/premises across Glasgow.
- Multi-stakeholder assessment of the relative efficacy of anchor organisations in supporting, facilitating and/or delivering person centred, place based public services.
- The amount and the number of instances where citizens in Glasgow owe money to various public services.
- Citizen satisfaction and concerns with their neighbourhood(s).

- The percentage of people in employability programmes that experience certain barriers to employment e.g.: Childcare, ESOL, Wages vs benefits, Access to employment.
- User/citizen satisfaction with any support or service provided by an organisation within the CPP.
- Number of complaints about vandalism, littering, fly tipping and related anti-social behaviour in wards.
- Statistical analysis of income from employment at ward level.
- The percentage of referrals taken up by citizens that lead to a positive outcome.
- Overall number of successful safety and/or neighbourhood infrastructure related liability claims to GCC.
- Sustainability of secured work including a focus on positive career progression over time.
- The levels of unemployment and economic inactivity across the city.
- School leaver destinations.
- Overview of available job vacancies with skill requirements.
- Assessment of the effectiveness of data sharing across the Community Planning Partnership.
- The percentage of partnership resources that have been pooled to make investment decisions across communities.
- Self-assessment by GCPP partners of their organisational and operational alignment with the partnership's collective priorities as outlined in the LOIP.