SUPPORTING COMMUNITIES FORUM
OUTCOMES MEASUREMENT FRAMEWORK – BRIEFING PAPER

1.   Background and context

The Outcomes Measurement Framework is a hierarchy of outcomes and associated indicators, providing the architecture for a whole-of-government and a whole-of-sector approach to service delivery across agencies and organisations. The intent of the Framework is to orient our focus to the outcome, rather than the output; and to the person, rather than to the program.

The concept of a whole-of-sector outcomes framework is not new, and has been considered since the implementation of the Delivering Community Services in Partnership Policy (DCSPP) in 2011. More recently, WACOSS proposed the development of a framework (FW) to support cross government and community-sector service integration and outcome measures in May 2017, via a Peaks Capacity Building grant application to Finance.

The WACOSS application was provisionally approved and the funds quarantined, pending alignment with other initiatives, including the Service Priority Review and other machinery-of-government activities, as well as the Ministerial targets being set.

Given the considerable number of strategic reforms happening across government, a decision was then made to re-frame this Project as a partnership with Department of Premier and Cabinet, and to include oversight and guidance from the Supporting Communities Forum Outcomes Working Group.

The development of the Framework, the engagement and consultation with the sector, and the incorporation of feedback is currently led by WACOSS in partnership with DPC. The Framework will be completed in June, and attention will turn to implementation.

2.   Strategic updates

Since June 2018, the focus has been on engaging with state government and the community services sector to socialise the Framework and receive feedback. Three prototypes have been used in this process, each slightly different. An overview of the engagement is provided below.

This work is being conducted with **close coordination** between the Our Communities Working Group, the development of the Department of Communities own Outcomes Measurement Framework, and the Lotterywest WA Indicators of Wellbeing project. All projects are contributing to one another's development of outcomes and indicators to ensure we leverage our resources and prevent duplication.

Throughout the course of the consultation and engagement, we have been connected with a number of **local government authorities** developing their own versions of outcomes hierarchies. It is important that this work is connected with all of the other projects as highlighted above. We have had initial discussions with WALGA and staff within the office for the Minister for Culture and the Arts, Local Government, and Heritage; and we have had attendees from the City of Perth (which has just released a RFT to develop a Social Strategy) at our sessions. This engagement with local government around community outcomes will be continued.

We have reached out to all **DLGs/RMFs** to brief them on the project, and we have been able to undertake some regional consultation which is another important lens for the outcomes in the Framework.

The whole-of-government targets (**Our Priorities**) have been mapped to, and where possible, directly incorporated into the Framework domains.

3. Overview of engagement

The engagement plan for the Framework included engaging with audiences and stakeholders across sectors, including a combination of geography and portfolio (i.e. community of interest and/or cohort). We try to 'piggy-back' onto events that are already occurring to be able to talk about, and collect feedback with respect to, the Framework. We have accepted every opportunity to speak about the Framework with anyone with an interest in it; and WACOSS staff promote and socialise the Framework as appropriate within meetings they are attending. We have also held three public engagement/consultation sessions (which anyone can attend), and will hold two more in April and May.

The table below provides an approximate indication of the opportunities we have had to speak with people about the Framework, and the approximate reach through those opportunities.

Month	Number of opportunities	Number of people reached (approx.)	Types of meetings – examples only (not exhaustive)
July 2018	1	15	Kimberley DLG/RMF (Kununurra)
August 2018	5	88	Pilbara and Perth Panel, Peaks Forum, other SCF WGs
September 2018	7	36	Small and individual meetings across NFP organisations and government agencies
October 2018	14	135	Ministerial and Departmental briefings, small and individual meetings, government agency network meetings, WACOSS workshops and events.
November 2018	20	181	Small and individual meetings, meeting with Aboriginal community leaders in Dampier Peninsula, peak body meetings and meetings for their members, local government, academic institutions, WAPHA consultations, North West Metro Partnership Forum
December 2018	7	23	North Metro RMF, specialist outcomes measurement evaluators Community of Practice, individual and small meetings.
January 2019	4	48	WACOSS workshop and consultations, individual meetings
February 2019	11	150	South West Metro RMF, CORDS Network meeting, Government Evaluation Community of Practice, individual meetings with NFPs, consultation by WACOSS, Town of Victoria Park Operating Subsidy Policy Workshop
March 2019	Projected: 9	Projected: 73	Geraldton DLG, open whole-of-sector conversation, individual and small meetings with WALGA, CCYP, Lotterywest.
April 2019	Currently scheduled: 13		Kalgoorlie DLG, South West DLG, Outcomes Measurement training regionally and metro, WACOSS events and webinars

| May 2019 | Currently scheduled: 3 | | WACOSS events and workshops |
| June 2019 | Currently scheduled: 2 | | WACOSS events and workshops |

4.   Incorporation of feedback into *Prototype 4*

The feedback on the Framework prototypes has been extensive. The report on all feedback provided will be provided in our *Final Report* for the project.

For the purposes of this paper, the key themes and discussions are described in brief, along with the way in which we have incorporated them in Prototype 4.

Theme of feedback/discussions	Response
A great start: feedback has generally been supportive of an attempt to articulate outcomes for the State, and that the prototypes have reflected comprehensive inter-jurisdictional analysis, and that the logic is sound and consistent. There has been little to no challenge of the domains proposed.	N/A
Values and principles: participants in the engagement/consultation sessions have identified that language, and outcomes, are always values-laden. It would therefore be useful to have an articulation of the values and principles that underpin and inform the Framework, and which work alongside the indicators to help determine the shape, interpretation and emphasis of the outcomes. For example: rights-based, person-centred, place-based, strengths-based, a preference for earlier intervention, etc.	Currently under development – we invite thoughts and feedback.
Use of language: there have been a variety of responses to the use of language in the Framework. Most importantly, including language of access and inclusion, considering the cultural appropriateness, and ensuring language is understandable to the average person.	We have re-framed the language based on feedback from all participants, and incorporated some outcomes from disability and Aboriginal wellbeing frameworks in Prototype 4.
The importance of choice: many participants in sessions felt that the Framework was imposing requirements/expectations of a good life onto people, and asked how choice and control can be better incorporated throughout the Framework.	We have 'worked back' some of these outcomes, and added language around choice into more than one domain.
Design of outcomes and indicators: there has been a number of suggestions with respect to the design of the Framework, including ensuring clarity and rigour in the links between outcome and indicators; and being capable of explaining interdependencies between domains and outcomes.	Many of these suggestions have been difficult to effect to the extent desired with the capacity available. We are doing what we can.
Is this a 'bank' or something more targeted?: there is a question as to whether the Framework is a bank of	Given we necessarily must develop a bank before developing something

outcomes and indicators, or something that prioritises these instead.	more targeted, that's the approach we are taking.
Scope of the Framework: questions of scope have arisen in two key ways. The first is by sector/area – if we are just looking at human services, do we include the environment? If we include outcomes with respect to employment, should we be including businesses and corporates in our engagement and consultation? Second, by the stuff that we care about – where does liberty, statehood, civil rights and democracy fit in?	On the first, we are focussing on human services, whilst acknowledging that this is not limited to human services. On the second, we have reframed Empowered to look more at this, and shifted more service focussed outcomes to Equipped.
Lenses across the Framework: questions of the lenses have arisen in two key ways. The first is by specific cohorts – participants have struggled to think about the Framework sometimes without a specific cohort in mind – early years, people with a disability, young people, Aboriginal people, etc. Equally, Equipped was challenged as it is very youth-focussed. Second, it has been suggested that overlaying other Frameworks would add value. For example, a rights-based Framework, how individualised funding can be overlaid, how federal funding might interact.	On the first, we have tried to provide a variety of examples within each domain on the illustrative Framework, acknowledging that we don't always get the balance right. The final product will do this better. On the second, we are mapping to, and overlaying, as many different lenses and alternate Frameworks as we receive, within our available capacity.
The non-person-centred elements: a lot of feedback has focussed on the things we need for good outcomes for people that aren't currently captured by the Framework because it is person-centred. For example, a sustainable sector, stable government – things that relate to funding, collaboration, co-design.	Is it possible that at a future point, another 'lens' could be applied over the top of the Framework, and looks at the outcomes to achieve as a system. However, it is unlikely this could be achieved within this project, and it is desirable that we maintain the person-centred focus.
Domain focussed v outcome focussed: the risk has been raised that the Framework may become domain focussed rather than outcomes focussed, which will perpetuate departmental and organisational silos rather than encouraging us to work across them.	We tried to develop the final product starting with outcome rather than domain and the process became very unwieldy. Outcomes will be tagged by all the domains (and other outcomes) that they meet/map to. This is a risk that will simply have to be managed.
Equipped v capable: terminology on this domain has been challenged and debated at almost every forum.	We have chosen Equipped, as the opposite of Capable (incapable) may be perceived as judgmental; whereas the opposite of equipped (unequipped) is not quite as value-laden.
Sustainable: Generally, most participants agree that the elements of the sustainable domain should be included (i.e. considering environmental sustainability, climate change, connection to environment); however there has been debate about whether an additional domain is	Given a number of *Our Priorities* fit directly into this domain, we have included it, but positioned it differently to the others, as can be seen in Prototype 4.

required. In particular, discussion has addressed the issue that 'sustainable' is somewhat inconsistent in the Framework, as it is not person-centred as the other domains are.	

The latter two examples (**Equipped v Capable**, and **Sustainable**) provide examples of the types of discussions within domains – there have been others which are not incorporated here for the sake of brevity. There has also been a significant amount of feedback through the conversations and engagement with respect to the Implementation stage. This is also not covered here, but can be presented at the June 2019 SCF meeting.

5. Final product

The final Outcomes Measurement Framework will consist of:

- A finalised illustrative Framework (i.e. a version of Prototype 4 which consists of population-level outcomes in domains, with example sub-outcomes and indicators)
- An extensive (though not exhaustive) outcomes and indicators bank, which:
  - Maps sub-outcomes to population-level outcomes, and
  - Maps indicators to sub-outcomes and population-level outcomes.

The development and mapping of service level outcomes and indicators to the population-level outcomes and sub-outcomes will then need to be undertaken as their development occurs. This highlights the critical role of some resourcing in implementation.

6. Draft timeline for completion

Date	Forum	Topic	Purpose
25 March 2019	Supporting Communities Forum	Population level outcomes	For feedback + endorsement
29 April 2019	CSFS CSC	Population level outcomes (+ sub-outcomes if we're there)	For information + feedback
22 May 2019	DGIG	Population level outcomes + sub-outcomes (+ indicators if we're there)	For endorsement (+ feedback)
24 June 2019	Supporting Communities Forum	Final OMFW	For endorsement + adoption
17 July 2019	*DGIG*	*Final OMFW*	*For endorsement + adoption*
5 August 2019	*CSFS CSC*	*Final OMFW*	*For endorsement + adoption*

Italics denotes out of contract period, but WACOSS is still committed to reporting in to these Forums.

APPENDIX: DRAFT Domain explanations

Please note: these working drafts were developed for the WACOSS State Budget Submission, and require some additional work and tweaking with the re-development of some of the population-level outcomes.

Safe: We are, and we feel, safe and free from harm

Feeling secure and protected has long been recognised as one of the most basic human needs.

Everybody should be able to live their life safe and free from harm. Harm can take many forms. It can include discrimination, financial exploitation, physical, sexual or verbal abuse, personal and family violence, or physical and emotional neglect. It can comprise self-inflicted injuries, where people may feel isolated, are living with stress or a mental illness, or have an experience of trauma.

Ensuring people feel secure and are able to live their lives free from harm is essential to their wellbeing and creating the kind of society in which we all wish to live. Being free from harm also includes being able to access culturally safe services and social supports.

Stable: We are financially secure and have suitable and culturally appropriate housing

Households struggling to get by on inadequate and insecure incomes often face difficult choices: Do you pay your rent to keep a roof over your head, pay your energy bill to keep the lights on and fridge running, or buy food for your family this week? What may seem like an impossible dilemma to us is the reality for 360,000 Western Australians living in poverty.[1] 150,000 more are at risk of joining them in financial hardship in the event of a crisis, such as a loss of work income, interest rate rise or serious accident.

A sufficient income, coupled with safe and secure shelter, is essential for people to be able to fully engage in our community. Conversely, instability in housing and uncertainty in income are tantamount to the foundation of entrenched disadvantage. We all need a stable base to work from, its absence compounds the other challenges people face, directly affecting their capacity to look for and secure paid work, entrenching disadvantage.

The last time the Newstart Allowance increased in real terms was in 1994, when the payment rose by a paltry $2.95 per week. It sits at $273 per week currently and even with the maximum rate of Rent Assistance of $66 per week, is totally inadequate to cover the cost of housing and other essentials.

The inadequacy of Commonwealth income support shifts significant costs onto the States and Territories, impacting on the economic viability of social housing support systems, utility costs and the provision of community services and support.

This is why it is important that the McGowan Government publicly supports the *Raise the Rate* campaign. The State continues to have a direct role in supporting its citizens to achieve stability in its areas of responsibility. This includes reducing the burden of government fees and charges for low

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[1] Bankwest Curtin Economics Centre (2017) *The Price is Right: An Examination of the Cost of Living in Western Australia,* Focus on Western Australia Report Series No. 10

income households, ensuring the provision of secure and affordable housing for all Western Australians.

Healthy: We are healthy and well

Everybody should be able lives their lives enjoying good physical and mental health.

There is a growing recognition of how health is intertwined with and shaped by a range of social, economic, cultural, and environmental factors. Circumstantial factors such as education, employment, and social support operate to strengthen or undermine the health of communities. People who live in higher socio-economic communities experience better morbidity and mortality rates than people from more disadvantaged communities.[2]

A deeper understanding of the social determinants of health requires a more nuanced approach to ensuring improved health outcomes, beyond biology, physiology and traditional medical models.

Ensuring healthy lives and promoting wellbeing for people all ages is crucial to creating inclusive communities in which everyone has the capacity to engage. Elevated community health and resilience has far-reaching benefits for wider populations.

The State Government's current Sustainable Health Review provides the opportunity to shift our focus towards person-centred, community based health services where people's health needs are responded to in the context of their whole lives. The Review's Interim Report sets out directions for the WA health system that would see integrated systems delivering truly-connected and consumer-centric care, with an emphasis on prevention and community care keeping people healthy. There are significant opportunities to deliver better health outcomes by strengthening the linkages and referral pathways between health services and other social services.

Equipped: We have the skills, experiences and resources to contribute to our community and economy

Education and training are essential to equip us with the knowledge and skills we all need to contribute to and benefit from our community and economy.

A lack of education and training are a significant driver of social and economic disadvantage.[3] This is especially apparent in early years, where a good start in life lays the foundations for later learning.

Equal access to quality education can break the cycle of poverty by providing people with the tools to access employment opportunities and ensure they can access the support they need. Coupled with having the requisite skills, it is also crucial that people are equipped with the resources and technology needed to participate fully and gain the benefits of new developments and innovations.

Learning and skill development facilitates access to the labour market, provides people with more opportunities to build their independence and engage in the activities that they want. Equal and

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[2] https://sustainingcommunity.wordpress.com/2015/06/02/social-model-of-health/
[3] ACOSS & SPRC (2016) Poverty in Australia, 2016, Australian Council of Social Services, Sydney.

widespread access to education, training and technology play an important role in reducing social and economic inequalities. It is a pathway out of poverty.

Connected: We are connected to culture, our communities, our environment and to each other

Like other outcome domains, individual and community connections are critical for strong and effective social support systems. Positive relationships, be they with friends, families, peers or colleagues, are essential for people's well-being and sense of belonging. Connections are also critical to our ability to discover and achieve our vocation in life and have a positive impact on our community.

In addition to relationships with family and friends, people's links to their community also contributes to a cohesive society. Being able to connect with your culture, language and community is crucial for those whose culture heritage is different from the mainstream. Similarly, respecting and understanding the cultures of others is important to creating a harmonious society, where people feel welcome and included.

Social connectedness helps build self-esteem and enhances mental and emotional health. Ensuring people are able to engage with each other builds resilient communities. Community in turn plays a crucial role in assisting individuals and families to respond to and overcome life challenges.

Empowered: We choose how to live our lives

People have a fundamental right to make decisions about their own lives. With authority and insight about what is in their best interests, people and communities should be enabled to contribute as independent, experienced and respected voices. This includes their rights and choices being acknowledged and respected, as they direct and design the services and supports that they access.

Where people and communities require assistance in managing and addressing their needs, it is the responsibility of the state and our sector to provide the means by which they are empowered to exercise their agency. Because improving life outcomes is ultimately dependent of the involvement of people and the community in shaping and controlling factors affecting their wellbeing, creating and supporting empowering mechanisms has to be a priority.

Engaged and empowered people and communities are at the heart of a healthy and resilient Western Australian society.

Sustainable: Our built and natural environments are clean, liveable and sustainable

To be developed.