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Developing a Measurement Framework for the Social Security Charter in Scotland: Analytical co-design in action



EQUALITY, POVERTY AND SOCIAL SECURITY



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Executive Summary

Introduction

The Scottish Government is getting new powers to deliver some social security benefits. Provision for delivering these benefits is set out in the Social Security (Scotland) Act 2018¹. These benefits are gradually being rolled out and delivered by Social Security Scotland (the Agency).

As a requirement of the Act, a Charter, detailing what the people of Scotland can expect from the new system, was co-designed by people with experience of social security, and the Scottish Government. The Charter, referred to as ‘Our Charter’, reflects the human rights approach to social security and is available in multiple formats on the Social Security Scotland website². It is set out as a series of ‘commitments’ which will be delivered by Social Security Scotland and the Scottish Government.

The next step for this work has been to set up a **comprehensive measurement system** to ensure that progress towards achieving a human rights based Social Security System, as set out in Our Charter, is openly and robustly measured. As the co-design of the charter was so successful, a similar method was used to produce a **Charter Measurement Framework**,

This report was written by the Scottish Government researchers who supported this co-design process and sets out how the considered thoughts and ideas of people with lived experience of social security, and of stakeholders, about what should be measured, were brought together to produce a comprehensive, robust and accessible way of measuring adherence to the commitments in Our Charter.

Who was involved?

The framework was co-designed with a diverse group of 20 people with lived experience of the social security system (Core Group 2), who took part in a series of workshops. Valuable advice was given by representatives from a range of stakeholder groups – professionals who represent the interests of, and work on behalf of, social security clients - and the Scottish Commission on Social Security (SCoSS), among whose functions is assessing the extent to which the Charter commitments are fulfilled.

All co-design and consultation work was planned, overseen and facilitated by Scottish Government researchers and policy officials.

¹ <http://www.legislation.gov.uk/asp/2018/9/contents/enacted>

² <https://www.socialsecurity.gov.scot/about-us/our-charter>

How did co-design happen?

The co-design of the Charter Measurement Framework was undertaken between March and August 2019. Scottish Government officials held:

- seven full-day workshops with Core Group 2, including an advice and discussion session between the group and SCoSS
- two meetings with representatives from stakeholder groups
- two meetings with SCoSS

Early work with Core Group 2 was focused on capacity-building in measurement processes and techniques. The group then started to work on identifying the kinds of things that should be measured to show that charter commitments are being met, and how this might be done. Feedback and comments on this process from stakeholders and SCoSS informed the continuous drafting, and redrafting, of the framework.

What is in the framework and why?

The Charter Measurement Framework contains a list of measures that comprehensively covers the aspects of the commitments in Our Charter. The measures for the first three sections of Our Charter have been identified and agreed upon by Core Group 2. These sections have to do with Social Security Scotland's operations and delivery, and will tell us how the agency treats clients and manages benefits. The fourth section - 'A better future' – is included, but is being measured in a slightly different manner. This section is mostly Scottish Government commitments related to policy, rather than delivery and operations, and, as such, there is a longer term plan for how their success, or otherwise, will be evaluated.

The measures are presented in a chart that shows their relation to the sections in Our Charter, which are in the same order as they appear in that document: 'A people's service', 'Processes that work', 'A learning system', and 'A better future'.

There is a summary page which will precede the table and give a concise overview, with appropriate infographics (pictures that display information), of how well each section of the charter is being fulfilled; this summary page will also be used as a poster, illustrating the key messages from the framework, in an accessible format.

Reading the framework

Each page of the framework (<http://www.gov.scot/ISBN/9781839602474>) represents a section of Our Charter. Each page is divided into four levels which are read from the top downwards.

These four levels are organised as follows:

Level 1 is the name of the Charter section to which the measures refer (e.g. 'A people's service')

Level 2 is made up of questions that need to be answered in relation to that section (e.g. 'How well are Social Security Scotland staff delivering the charter commitments?')

Level 3 contains the outcomes that represent a positive answer to those questions (e.g. 'Clients find staff knowledgeable and approachable')

Level 4 will contain data that can be used to answer the questions at level 2 and demonstrate whether, or not, the ideals in level 3 are being achieved (e.g. the % of clients saying they felt staff were knowledgeable about the social security system)

The measures in the table do not always *directly* match with individual charter commitments. This is because many of the commitments contain a few different aspects which cannot be evidenced by a single piece of data, and identifying multiple pieces of data for each commitment would result in a repetitive and unwieldy framework. Therefore, several commitments have been broken up and reconnected with others in ways that mean we can measure common aspects across the Charter using fewer measures. This process is described further in the body of this report.

Collection and use of data

The framework will be put into use gradually as devolved benefits continue to be rolled-out. The data that will be used for the measures in the framework will be collected using a number of different methods, including surveys, focus groups and management information - see Annex C to the main report. Measures may be added, or existing measures changed or removed, as the system, and the framework, evolve. At the time of this publication, there is very little data to use, as the process of deciding what to measure has only just concluded.

Next steps

Presently, the framework contains the measures that will evidence the extent to which the Charter commitments are being fulfilled. Over the next and subsequent years, data will be collected to populate the framework. This will be published on an annual basis. Each publication will contain more data as it becomes available, and as new benefits are rolled-out.

The Measurement Framework will be fully enacted by 2022/23, when the last of the devolved benefits will be being delivered by Social Security Scotland. The framework will be subject to review once the new social security system in Scotland is fully operational.

Conclusion

A co-design project was undertaken to develop a framework which will measure the extent to which the commitments set out in Our Charter are being fulfilled. People with lived experience of the social security system (Core Group 2) worked with Scottish Government officials, including social researchers, in seven intensive workshops over the course of six months, sharing their ideas and opinions about how best to evidence the realisation of the Charter commitments. In addition, a number of stakeholder groups, with an interest in the provision of social security in Scotland, along with SCoSS, were consulted throughout the process, and their advice has been incorporated into the framework.

The framework has been designed to ensure that all *aspects* of the Charter commitments are attended to, while avoiding repetition or long-windedness; therefore achieving comprehensiveness and accessibility.

The data in the framework will provide a key resource in ensuring that Social Security Scotland, and the Scottish Government, are delivering social security services in line with the human rights based approach described in the Social Security (Scotland) Act 2018, and represented in Our Charter.

1. Introduction

The Scottish Government is getting new powers to deliver some social security benefits. Provision for delivering these benefits is set out in the Social Security (Scotland) Act 2018³. These benefits are gradually being rolled out and delivered by Social Security Scotland (the Agency).

As a requirement of the Act, a Charter, detailing what the people of Scotland can expect from the new system, was co-designed by people with experience of social security, professionals who represent the interests of, and work on behalf of, social security clients (stakeholders) and the Scottish Government. Called 'Our Charter', it reflects a human rights approach to social security and is available in multiple formats on the Social Security Scotland website⁴. It is set out as a series of 'commitments' which will be delivered by Social Security Scotland and the Scottish Government. A research report - '*Developing the Scottish Social Security Charter – Co-design in action*' - details how Our Charter was produced⁵.

In the same way as Our Charter was co-designed, a Charter Measurement Framework to openly and robustly measure the extent to which the commitments are met was developed. This co-design process will make sure that the measurement system is directly informed by first-hand experience of the social security system, and also reflects the priorities of other groups invested in social security in Scotland.

This report was written by the Scottish Government researchers who led this work and describes the process of co-designing the Charter Measurement Framework, detailing:

- who took part in making the framework, and what they did
- the work and processes that went into deciding how to measure the commitments in the Charter
- the content and design of the Measurement Framework
- the data requirements of the framework and how they will be met

³ <http://www.legislation.gov.uk/asp/2018/9/contents/enacted>

⁴ <https://www.socialsecurity.gov.scot/about-us/our-charter>

⁵ <https://www.gov.scot/publications/developing-scottish-social-security-charter-co-design-action/>

2. Who was involved?

Introduction

The framework was co-designed by people with experience of, and an interest in social security, comprising:

- a diverse group of 20 people with lived experience of the social security system (Core Group 2)
- representatives from a range of stakeholder groups – professionals who represent the interests of, and work on behalf of, social security clients
- the Scottish Commission on Social Security (SCoSS), whose functions include assessing the extent to which the charter commitments are fulfilled.

All co-design and consultation work was planned, overseen and facilitated by Scottish Government researchers and policy officials.

Core Group 2

Our Charter was co-designed with the main input from people with lived experience coming from a 'Core Group' of 34 people. For the production of the Charter Measurement Framework, a second group was similarly brought together – Core Group 2 - and included members of the original group who worked on the Charter, as well as a number of new members who added fresh perspective, and increased the diversity of the group. Twenty individuals were members of Core Group 2.

Overall, the group included:

- disabled people with
 - mental health conditions
 - physical health conditions
 - sensory conditions
 - learning conditions
- British Sign Language (BSL) users
- young people
- rural/island residents
- people from minority ethnic groups
- single parents
- veterans
- representatives of LGBTI+ communities
- carers
- members of religious groups

The group was made up of 11 males and 9 females and ranged in age from under 25 to over 70.

Please note, we are unable to set out a precise breakdown of the personal characteristics of the group, as the small numbers could lead to disclosure of personal and sensitive information.

Stakeholder organizations

Twenty-seven stakeholder organizations were invited to input on the design of the Measurement Framework. Scottish Government staff hosted two stakeholder events where attendees were updated on the development of the framework, and gave feedback. Drafts of the framework were circulated amongst stakeholder groups and their comments and advice were fed-back to Core Group 2, and incorporated into the framework where appropriate.

A full list of stakeholder groups who were consulted is included at Annex A

Scottish Commission on Social Security (SCoSS)

The Scottish Commission on Social Security (SCoSS) was established under the Social Security (Scotland) Act 2018 (provisions 21-22). One of its functions is to report to Scottish Ministers on the extent to which the commitments in the Charter are being fulfilled, and to make recommendations for improvements if necessary.

Two meetings were held between members of SCoSS and Scottish Government social researchers and, on a separate occasion, SCoSS held an advice session with Core Group 2 and took questions. As with stakeholder groups, SCoSS members were shown drafts of the Measurement Framework on which they could offer comments and advice.

Scottish Government Staff

Scottish Government officials, including researchers and policy officers undertook the following roles:

- designed, planned and implemented the co-design research processes
- facilitated and enabled people with experience of social security to put forward informed opinions on what the form and content of the Charter Measurement Framework should be
- collected, and analysed, information from stakeholders
- advised people with lived experience on policy and analytical matters
- liaised with wider social security officials
- engaged with key stakeholders
- put together the input from everyone involved in the co-design process, using the findings to inform the drafting of the Charter Measurement Framework

3. What was the co-design process?

Introduction

Over six months (March-August, 2019), Scottish Government staff worked with the participants listed above to shape the content and design of the Measurement Framework; collecting and analysing information, and using these insights to draft the framework. This section of the report describes the practical steps of this co-design work.

Core Group 2 Workshops

A total of seven full-day workshops were held with Core Group 2. All of the workshops took place in an accessible venue in central Scotland, to minimize overall travel. Every effort was taken to break down barriers to participation, including using sign language interpreters and audio describers. All written materials used by the group were made available in accessible formats, for example, large print or different colour contrast, where needed.

This made sure all members could participate as fully as possible. Participants were overwhelmingly satisfied with the way in which the workshops were facilitated; as one group member commented: *“It was good to feel we are still able to contribute as a group; the set-up works well and I feel supported by both the staff and the core group.”*

Everyone who participated in any of the workshops read and signed a consent form to say they understood the purpose of the project and were happy to take part. Whilst not all members of Core Group 2 were able to take part in every single workshop, events were well attended and the group remained committed to the work.

The workshops had three main stages of work:

- capacity building,
- identifying suitable measures
- reviewing and revising drafts of the framework

Note that the group worked on devising measures for the first three sections of the Charter – to do with operations and service delivery – and not the fourth which is about policy commitments. Annex B sets out how section four was developed and how Core Group 2 were kept informed.

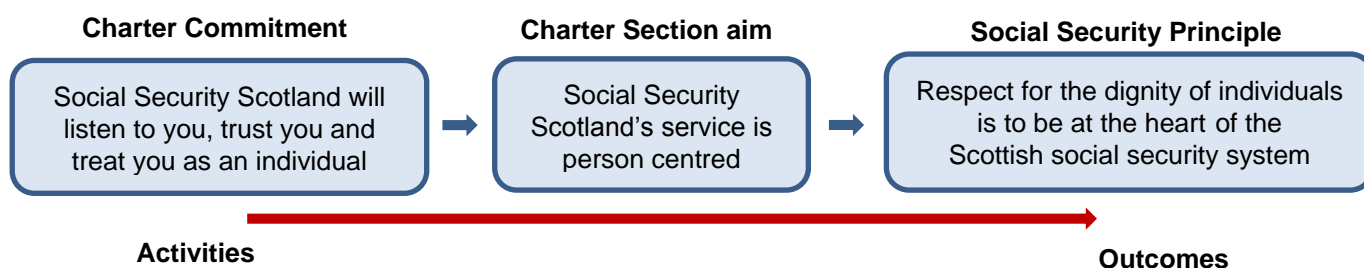
Workshop 1

In the first workshop, group members discussed, and agreed on, when to have meetings, and the schedule for each meeting, including start, end, and break times. They also went through the Charter and, together, discussed the aspects and commitments that they felt to be most valuable.

Workshops 2 & 3

In these workshops, members worked on building the group's understanding of measurement. Scottish Government researchers introduced key measurement concepts and methods. One of the methods was to use a 'logic model'⁶ that expressed the commitments in the Charter as activities that would contribute to achieving the principles in the Act, which were expressed as outcomes (see for example Figure 1). This helped group members to consider what best to measure to ensure the whole system was represented.

Figure 1



The group also learned about different types of data for measurement, including quantitative (numerical description) and qualitative (more in-depth understanding based on experiences, perceptions and opinions), what these kinds of measures tell us, and how they can be used.

Workshop 4

The group worked on coming up with indicators and measures for each of the first three Charter sections. Working with researchers, group members brainstormed ideas of what we might want to know in order to show that commitments are being met. They also suggested the kind of data that could evidence this.

The group then concentrated on the words used to describe what they wanted to measure and made some choices; for example, whether to say staff were 'knowledgeable about', or 'understand' the social security system.

Workshops 5 & 6

In the fifth workshop, Core Group 2 received visits from the Cabinet Secretary for Social Security to discuss how work was progressing, and from SCoSS who gave advice on what to consider while finalizing the Measurement Framework. Between the fourth and fifth workshops, government researchers drew up a draft framework, based upon Core Group 2's ideas, and brought it back to the group for comment.

In workshop six, after studying the draft framework, the group held detailed discussions about the content and visual design of the framework. The chief aims were to make sure that the framework was easy to read and understand, and that nothing had been overlooked in the list of measures. In these workshops, the group

⁶ A logic model is a representation of how things are connected.

also commented on ideas for a summary page which would give an overview of the measurement activity in the framework.

Workshop 7

At the last workshop, the group were shown two final draft versions of the framework; both contained all the same measures that were decided through co-design, but were laid-out differently. One version read from Charter sections on the left, to measures on the right hand side, while the other read from the top of the page to the bottom. A ballot was held amongst Core Group 2 members to decide which format to use.

Stakeholder engagement

Scottish Government staff hosted two meetings with representatives from stakeholder groups (see Appendix A).

The meetings took place at key stages of the work with Core Group 2. At the first meeting, Scottish Government researchers explained the methods and model used in the Core Group 2 sessions and answered questions.

By the second meeting, an early draft of the framework had been designed and attendees were asked to go through the framework, comment on the content and offer advice. Stakeholder representatives had some time after the meeting in which to share the draft framework within their organizations, and then feedback the results to Scottish Government researchers.

The feedback and comments were collected together and analysed by researchers and some adjustments to the framework were made.

SCoSS engagement

In a similar process, Scottish Government researchers attended a SCoSS meeting to inform them of the work and ask their advice for Core Group 2. SCoSS responded with useful advice to Core Group 2 which was relayed to them.

SCoSS also attended a workshop with Core Group 2 to give advice.

The full draft of the framework was delivered to SCoSS who discussed it in detail and sent us comments and advice.

4. What were the Co-design process findings?

Introduction

During the co-design process, researchers collected information from all participants, analysed it, and used it to develop both what is included in the framework, and how the framework is presented. Some key examples of the findings are described here, to illustrate.

Measuring all the commitments

All partners agreed that the Charter Measurement Framework should be both comprehensive and accessible; in other words, it should measure most or all of the commitments in the Charter. They also agreed that the framework needed to be simple, straightforward and accessible.

Our Charter consists of over 50 separate commitments some of which are made up of several vital elements that participants wished to measure. Rather than develop a framework containing over 100 measures, we explored different ways to simplify the framework.

In the first instance, we asked Core Group 2 to pick out the most important commitments to them. These findings would have shortened the framework but, when fed back to Core Group 2, stakeholders and SCoSS, all agreed that it needed to be more comprehensive.

All participants, but in particular SCoSS and Core Group 2, pointed out that there were certain themes running through the Charter and that some commitments were similar to each other. Some commitments were also seen as incorporating others. As such, we looked for overlap between commitments and pulled similar aspects of the commitments together. This helped us to reduce the total number of measures needed, whilst including elements of the majority of the commitments. This was a fairly complicated process; a couple of practical examples should help to show how this was done.

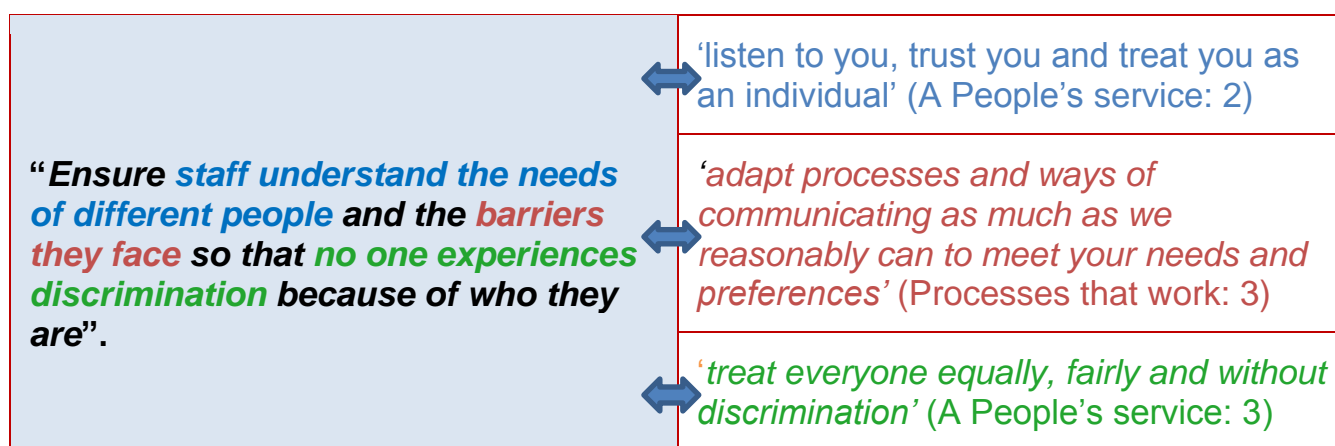
In some cases, two commitments were very closely related and could be measured in the same way. For example; “deliver face to face services in local communities in places that are convenient and accessible. This includes home visits if appropriate” (Process that work; 5) and “base services in places that are accessible and welcoming for everyone” (A learning system, 11). These commitments are both about places being accessible and convenient, and so we came up with two simple measures; an ‘objective’ measure which uses an ‘accessibility checklist’⁷ to rate venues, and one based on clients perceptions of convenience of social security places and services.

⁷ An accessibility checklist will be developed in consultation with partners

Other aspects of these two commitments will be covered elsewhere in the framework. For instance, we will measure whether clients feel staff adapted to their needs where they face barriers to accessing services, which includes being able to have a home visit.

A different example shows how aspects of some commitments are present in others. Commitment 5 of 'A learning system' - "ensure staff understand the needs of different people and the barriers they face so that no one experiences discrimination because of who they are" - contains aspects relating to (at least) three other commitments (see Figure 2). By breaking up this commitment and connecting it to others, we manage to avoid repetition by not measuring the same aspect twice.

Figure 2



Decisions about which aspects aligned with each other were tested with Core Group 2 in the first instance, then we devised measures for each. Core Group 2, stakeholders and SCoSS were asked to identify any commitments they thought were not being measured in this way, and, further, if they thought any measures should be expressed differently.

Using the right words

Our next step was to ensure we were using accessible and relevant language. Core Group 2 made key decisions about the words and phrasing used in the framework after considering alternatives. For example, members reflected on the difference between ‘clients know how to challenge decisions’ and ‘clients feel able to challenge decisions’. They argued for the latter, reasoning that ‘feeling able’ not only involves ‘knowing how’, but also includes confidence that to challenge a decision will not lead to sanctions or discrimination. As one group member said: *“People can know how to appeal but they don’t do it because they are scared they might lose their benefits all together.”*

At the second stakeholder meeting, attendees said it was important that words used in the framework reflected the social model of disability⁸, which recognises that disability is imposed by societal conditions. The wording of some of the measures was altered to refer to ‘societal barriers’ rather than to ‘clients *with* barriers’. However, several members of Core Group 2 were unsure about whether the term ‘societal barriers’ would be widely understood, commenting that it sounded ‘*a bit jargon-y*’. Therefore the wording was again changed to say that clients ‘faced’ barriers rather than ‘having’ barriers, with the word ‘societal’ removed to make for simpler reading.

Summary page

As the framework developed and all participants had their say, the framework expanded. In the final draft we had over 70 measures. The analysis told us that we could not reduce the number of measures any further whilst ensuring the whole system as set out in the Charter was measured. To address this issue, two decisions were taken.

Firstly, Core Group 2 decided that the framework should provide a one-page overview, or summary, of the key information from the framework. The group had the following ideas about summary pages:

- to have few words and to set out information in pictorial or graphical form if possible, as one member said “*it shouldn’t be too wordy*”
- that it should try to summarise the measures
- that it should be split into recognisable sections that matched the Charter and the rest of the framework

The content of the summary page will be developed when data has been collected over the year following this report. That data will be analysed to identify the best way to present it in a visual format.

⁸ see <https://inclusionScotland.org/socialmodelofdisability/> for more about the social model of disability

5. What is in the framework and what information will inform it?

The Framework

The Framework (<http://www.gov.scot/ISBN/9781839602474>) has four sections that match up with Our Charter. It includes a total of 77 measures. Some of the measures could be described as 'objective' as they relate to aspects of the system, for example, call waiting times, and others could be described as 'subjective' measures, like people's feelings and perceptions.

The measures will need information or data to be collected to complete them; some will need quantitative data (numbers and percentages) and others will need qualitative data (narrative or words).

A table listing all the measures and the data that will be collected to inform them is set out in Annex C.

This section sets out the content of, and data requirements for, the Charter Measurement Framework.

- **Section 1: A people's service measures to what extent:**

(i) clients experience a service that reflects the human rights values as set out in Our Charter and

(ii) Social Security Scotland staff are delivering the charter commitments

It consists of six columns containing 29 measures

- **Section 2: Processes that work measures to what extent:**

(i) processes work

(ii) services are accessible

(iii) places are accessible and convenient

(iv) the face to face assessment process for benefits for disabled people (and people with health conditions) minimises stress for clients

It contains four columns and 26 measures

- **Section 3: A learning system measures to what extent:**

(i) Social Security Scotland is a learning organisation

(ii) Social Security Scotland is involving clients

It has a total of four columns with 15 measures

- **Section 4: A better future measures to what extent:**

- (i) the Scottish Government has effective processes of policy making
- (ii) the Scottish Government promotes social security in a positive way
- iii) devolved benefits are making a difference

It has a total of eight columns with eight measures.

Finally there is a summary page which will give an 'at a glance' overview of how Social Security Scotland is performing in each section, presented with a few important pieces of data.

Annex C sets out a full list of all the measures, what data will be used to inform them and when that data will be published.

Objective and subjective measures

All participants agreed that the Measurement Framework should have both measures that objectively record aspects of the system, and measures that reflect people's feelings and perceptions (subjective measures). As SCoSS put it:

"Clearly, surveying the experiences of clients and staff, then following up with questions to find out more details, is exactly what's required to test if some of the Charter expectations are being met. ... (for) other Charter expectations, particularly relating to the more technical side of the system, ... there may be other sources of information that would give a fuller picture".

The final framework has more subjective than objective measures. This is because Core Group 2, in particular, strongly believed that the experience and feelings of clients are the most important indicator of the success of the system. For example, in a workshop where members ranked the proposed measures in order of importance, '*% of clients who say they were treated with kindness*' came out on top, closely followed by '*staff understand, and value, the human right to social security*'.

The co-design partners also believed that people's opinions and views provide a level of understanding that statistics and figures alone cannot achieve. One example of this is the issue of timeliness; while it may be useful to know how long it takes to answer enquiries, or process applications, this is different from finding out from clients whether they feel their time was wasted in their dealings with the agency. Things may be processed quickly, but if mistakes are made and clients have to follow up on claims unnecessarily, this amounts to a poor use of time.

Another example of why it is important to get information about people's perceptions is when we want to know about particular processes, such as complaints. We could measure the number of complaints, and how many are responded to in a given time period, but this will not tell us whether clients were satisfied with the way in which complaints had been dealt with.

Qualitative and quantitative data

The measures in the framework need a mixture of quantitative numerical data and qualitative narrative data. A number of different collection methods can be used for each.

Data collection

Surveys

Many of the measures in the framework are based on perceptions of clients and Social Security Scotland staff; the main methods of information or data collection will be surveys, focus groups and interviews with social security clients, staff and management at Social Security Scotland and stakeholders.

A programme of client and staff insights research is already under way in the Agency. It includes snap surveys with clients following key interactions with Social Security Scotland, a Social Security Scotland staff survey, and the collection of workforce statistics, which includes diversity information. Further work planned includes an 'all clients' survey, as well as more research with staff on topics such as recruitment and training⁹. The surveys will collect both qualitative and quantitative data, whereas focus groups and interviews will collect the qualitative data we need.

Management information

Other measures in the framework will use data from Social Security Scotland's robust and expanding data collection systems. One example of this is call waiting times and application processing times, which will be used to measure the Charter commitment to handle applications and enquiries as quickly as possible. This type of data is called management information. You can find key data and information already published by Social Security Scotland on the Scottish Government's website¹⁰.

Focus Groups and Interviews

Some of the measures in the framework call for more in-depth qualitative data; sometimes this will be collected through follow-up questions in surveys where respondents can write answers in their own words. In other cases, researchers will do additional work with certain groups; for example focus groups and interviews with clients who have experience of the assessment process. For some measures, case studies will be done so that lots of aspects of a process can be looked at at the same time. For the 'you said: we did' suggestion, for example, researchers would look at the types of comments and complaints made by clients, how they are recorded, how they are dealt with and by whom, and what the results are.

⁹ For overview of recent client & staff insights work, see <https://www.gov.scot/publications/social-security-scotland-overview-client-staff-insights-research-programme-initial-findings/>

¹⁰ <https://www2.gov.scot/Topics/Statistics/Browse/Social-Welfare/SocialSecurityforScotland>

Other data collection methods

Some measures will need researchers to look through documents produced by Social Security Scotland and the Scottish Government and analyse them.

The framework also proposes an 'accessibility checklist' to be used for premises in which Social Security Scotland is based, which will be developed and implemented in consultation with clients.

There may also be data collected by academics or third sector organisations that can be used to inform the measures. Researchers will undertake work to explore any such data and use it where it is robust and relevant

A table matching the measures with data sources is included at Annex C.

Finally, the Social Security (Scotland) Act 2018 states that the Charter itself will be reviewed at least every 5 years and, as such, the Charter Measurement Framework will also be reviewed to reflect any changes made.

Changes will also be made, in consultation with clients, if the methods set out in the framework can be improved, or if new, better sources of data and evidence become available. Wherever possible, data from surveys and data collected by the agency will be analysed and reported by protected characteristics, such as ethnicity, geographical location, age, gender and so on. In this way, analysis will be able to show whether or not service delivery is experienced in the same way by different groups of people, and will enable any discrimination (intentional or otherwise) associated with particular characteristics to be addressed.

6. Conclusion and next steps

Following the co-design and publication of Our Charter, work started on using similar methods to design a framework that can measure the extent to which the commitments in the Charter are being fulfilled.

Co-design work of this type represents an innovative and people-centred approach to public service design, empowering people who use services to set priorities and shape how things are done. Designing Our Charter gave people the chance to communicate what the principles of a human rights based approach to social security would look like in practice; producing the Charter Measurement Framework has given people the chance to make sure this approach is being realised, and demonstrated in a way that is meaningful to users.

Central to the co-design process was the input of people with lived experience of social security – Core Group 2. Several members of this group made considerable effort to attend and participate in workshops and took responsibility for developing their understanding of measurement and data-collection. The group thought carefully about the best ways to measure the Charter commitments and, with support from researchers, came up with a robust set of measures which were collectively agreed upon. This work has been supplemented by feedback and advice from social security stakeholders, including SCoSS, whose comments have been incorporated into the framework, with the approval of Core Group 2.

Methods for collecting much of the data needed for the framework will be developed over the next year. The framework will be published annually and each publication will contain more data as it becomes available, and as new benefits are rolled-out.

The Measurement Framework will be fully enacted by 2022/23, when the last of the devolved benefits will be being delivered by Social Security Scotland. The framework will be subject to review once the new social security system in Scotland is fully operational.

Annex A – Stakeholders organizations invited to take part in the co-design process

Citizens' Advice Scotland
Child Poverty Action Group
Scottish Public Services Ombudsman
Inclusion Scotland
Scottish Human Rights Commission
Equality and Human Rights Commission
Scottish Commission for Learning Disability
Scottish Association Mental Health
Poverty Alliance
Clydeside Action on Asbestos
Coalition for Racial Equality
Scottish Refugee Council
One Parent Families Scotland
Engender
Age Scotland
COSLA (Convention of Scottish Local Authorities)
SCVO (Scottish Council for Voluntary Organisations)
Families Outside
Who Cares? Scotland
MECOPP: supporting minority ethnic carers
Glasgow Disability Alliance
Alliance Scotland
Saheliya
Perth women's aid
Enable
Deaf Scotland
Carers net
Marie curie

Annex B – A better future.

Sections 1-3 of the Charter involve commitments about the responsiveness of the Agency to the needs of benefit applicants and claimants, and so the Core Group was deeply involved in deciding what makes for a service which treats people with dignity and respect.

Section 4: A better future, sets out commitments about the quality of the policy-making process, and the environment created by the Scottish Government through its statements, and long-term direction of the benefits system.

As policy making is an ongoing process, involving identification of issues, consultation, balancing of different interests, and evaluation – in a repeated, yet overlapping cycle – it does not lend itself to the same level of objective measurement. Each policy has a unique situation, and the issues faced day-to-day, and year-to-year throw up different expectations at the time.

That being said, it is important that government can show what its actions are, and justify them, to parliament, and citizens in general. Secondly, that it measures the impact of its policies, where it can, through evaluation. Finally, that there is a record that it has fulfilled its commitments.

Accordingly, the bulk of the Measurement Framework for “A Better Future” focusses on the actions that the Scottish Government has taken to deliver its commitments. It is also important to note that this is not the end of the process. These actions are open to scrutiny – and it is reasonable for stakeholders to show us where we fall short and tell us what new actions they think we should take.

We have shared this approach with Core Group 2, the Scottish Commission on Social Security and a range of other stakeholders. They accept that the approach to the section needs to be different, but rightly intend to feed back to us on how we are fulfilling the commitments, and we will take this into account when we fill it in.

When we publish our reports, there will be further opportunity to identify what else we should be doing, in the light of what we have found, and what stakeholders say.

Annex C – All data sources

Year Published: 2020		
Charter Section	Measure	Source
A People's Service	1. X percentage of clients said they were treated with kindness	All clients survey
	2. X percentage of clients said they felt trusted by staff	All clients survey
	3. X percentage of clients said staff listened to them	All clients survey
	4. X percentage of clients said they felt staff did all they could to make them feel comfortable	All clients survey
	5. Examples of treatment that made clients feel comfortable, kindness, trust, listening AND examples of treatment that was less so AND Social Security action taken	All client survey Research with Social Security Scotland managers
	6. X percentage of clients said staff did NOT discriminate against them	All clients survey
	7. X percentage of clients who experienced discrimination said they felt able to challenge it	All clients survey
	8. X percentage of clients who felt discriminated against that did challenge that discrimination	All clients survey
	9. Examples of good practice AND examples of discrimination (if any) AND Social Security Scotland action taken	All clients survey Research with Social Security Scotland managers
	10. X percentage of clients said they were kept updated	All clients survey

	11. X percentage of clients said they thought the decision was accurate from the first time	All clients survey
	12. X percentage of clients said they were paid when Social Security Scotland told them they would be paid from the first time	All clients survey
	13. X percentage of clients said they were paid the amount Social Security Scotland told them they would get from the first time	All clients survey
	15. X percentage of clients said the decision was explained so that they understood it	All clients survey
	16. X percentage of clients (who disagreed with a decision) said they felt able to challenge it	All clients survey
	17. Examples of when staff were knowledgeable, of how they explained decisions well, of clients feeling able to challenge AND examples of not understanding decisions, examples of why clients felt unable to challenge AND Social Security Scotland action taken	All clients survey
	18. X percentage of staff said their knowledge of social security in Scotland was good	Proxy source from People survey Q B 29 x percentage of staff said they get the information they need to do their job well
	19. X percentage of staff said they knew about a range of advice and advocacy[i] services that were convenient for clients	Additional staff research
	20. X percentage of staff said they knew how to refer people to advice and advocacy services	Additional staff research
	21. X percentage of staff said they knew enough about the appeals process to explain it clearly to clients	Additional staff research

	22. X percentage of staff said they were confident that they could deliver a service without discrimination	Additional staff research
	23. X percentage of staff said they understand client needs	Proxy source from People survey Block 13 Q 1. x percentage of staff said they understand their customers'/service users' needs
	24. Examples of knowledge (including knowledge of how not to discriminate) and training AND examples of more support needed by staff AND Social Security Scotland action taken	Additional staff research Research with Social Security Scotland managers
	25. X percentage of staff said they had the tools they needed to do their job well	Two Proxy sources from People survey Q B32 x percentage of staff said they had the tools that they need to do their job effectively and B31 x percentage of staff said they had the skills they needed to do their job effectively
	26. X percentage of staff said they had good support from their line manager	Two Proxy sources from People Survey Block 6 Q3 x percentage of staff said their manager created a positive atmosphere at work which supports their health and wellbeing Block 9 Q 2 x percentage of managers said they felt adequately supported to deliver their responsibilities
	27. X percentage of staff said they would speak up if they saw issues in the Agency	Proxy source from People survey Q B46 x percentage of staff think it is safe to challenge the way things are done in the organisation B56 x percentage of staff said people are encouraged to speak up when they identify a serious delivery risk
	28. X percentage of staff say they feel confident to deliver a service that reflects the values of a human	Additional staff research

	rights based system as set out in our Charter	
	29. Examples of good support for staff and staff confidence AND examples of any additional staff needs, and why, those who do, lack confidence AND Social Security Scotland action taken	Additional staff research Research with Social Security Scotland managers
Processes that work	3. X percentage of clients paid correct amount from the first time	Under and over payments as recorded in Social Security Scotland management information
	6. Examples of reasons for redetermination and why or why not decision was changed, examples of redetermination process from client and staff points of view	Clerical data from client experience team Additional client research Research with Social Security Scotland managers
	8. Examples of reasons for appeals and why or why not upheld, examples of appeals process for positive and negative (if any) outcomes AND Social Security Scotland action taken	Clerical data from client experience team Additional client research Research with Social Security Scotland managers
	9. Positive AND negative (if any) feedback from organisations who work with client groups on how they think the service is working AND Social Security Scotland action taken	Research with stakeholder organisations Research with Social Security Scotland managers
	10. X percentage of clients said that application process was clear	All clients survey
	11. X percentage of Social Security Scotland documents are available on request in accessible formats	Document analysis Research with Social Security Scotland managers
	12. X percentage of clients said that the application form asked only relevant questions	All clients survey
	13. X percentage of clients say staff adapted to enable them where they faced barriers to accessing services	All clients survey

	14. X percentage of clients said their application or enquiry was handled within a reasonable time frame	All clients survey
	15. X percentage of clients said their time was not wasted	All clients survey
	16. X percentage of clients that required extra support said they were referred to relevant support	All clients survey (clients who required extra support)
	17. X percentage of clients said that staff addressed the communication barriers they faced	All clients survey (clients who faced communication barriers)
	18. X percentage of clients said they had an appropriate choice in how they communicated with the agency	All clients survey
A learning system	2. Examples of You said: We did	Research with Social Security Scotland managers
	4. Examples of acknowledgment of mistakes	Research with Social Security Scotland managers
	5. Qualitative evidence on client experience of the feedback process	All clients survey Additional client research (with those who have experience of the feedback process)
	6. Qualitative evidence on client experience of the complaints process	All clients survey Additional client research (with those who have experience of the complaints process)
	14. Qualitative evidence on client involvement in testing processes	Experience panel research
	15. Qualitative evidence on client involvement in measuring effectiveness	Experience panel research

A better future	1. Report of policy activities and intentions, drawn up and reviewed with feedback from stakeholders - formal advisory groups and independent organisations	Policy narrative produced by the Scottish Government
	5. Evaluation programme drawing on the experience of those receiving benefits	Reports drawing on routine statistics, population surveys and commissioned work
Year Published: 2021		
A people's service	14. X percentage of clients said staff were knowledgeable about the social security system	All clients survey
Processes that work	19. X percentage of clients said they had an appropriate choice of how the agency communicated with them	All clients survey
	20. X percentage of clients that challenge a decision who already have payments continue to receive their payments	All clients survey (clients who challenged a decision)
	21. Examples of positive AND negative (if any) experiences of accessibility (how clients were enabled) AND Social Security Scotland action taken	Additional client research with those who experience barriers
A learning system	7. X percentage of clients said Social Security Scotland was an open organisation	All clients survey
	8. X percentage of clients said Social Security Scotland was an honest organisation	All clients survey
	9. Organisations that support clients evidence on openness and honesty of Social Security Scotland	Research with stakeholder organisations
	10. Examples of openness and honesty, or otherwise (if applicable)	All clients survey Research with stakeholder organisations

	11. X number of service level agreements in place with external partners	Document analysis Research with stakeholder organisations Research with Social Security Scotland managers
	12. Qualitative evidence from organisations that work with clients on partnership working	Research with stakeholder organisations Research with Social Security Scotland managers
	13. X percentage of staff had received training from clients	Additional staff research
A better future	7. Evaluation of take-up activities implemented in the Benefit Take-up Strategy	Reports drawing on routine statistics, population surveys and commissioned work
Year Published: 2022		
Processes that work	22. X percentage of social security offices pass the accessibility checklist	Checklist developed with disabled clients, EP members and stakeholders
	23. X percentage of clients said it was convenient to get access to social security places and services	All clients survey
Year Published: 2023		
Processes that work	24. X percentage of people who needed a face to face assessment for benefits for disabled people (and people with long term health conditions) said they felt the assessment was necessary because the information needed to find out if they were eligible was not otherwise accessible to Social Security Scotland	All clients survey (with those who had a face to face assessment for benefits for disabled people and people with long term health condition)
	26. X percentage of people who had a face to face assessment for disabled people's benefits said the assessment was carried out by appropriately qualified staff	All clients survey (with those who had a face to face assessment for benefits for disabled people and people with long term health condition)

	27. Case studies on all aspects of the assessment process and results of the process; Including in-depth assessment of how client wellbeing was protected and prioritised	Additional client research with those who had a face to face assessment for benefits for disabled people and people with long term health condition focussing on the protection of their wellbeing, Stakeholder organisations Research with Social Security Scotland managers
A learning system	1. Qualitative evidence on any additional support Social Security Scotland can put in place for clients	Research with Social Security Scotland managers
Quarterly for all benefits as they are rolled-out		
Processes that work	1. X percentage of decisions deemed accurate from the first time	Proxy source from Social Security Scotland management information x percentage of redeterminations upheld
	2. X percentage of clients paid on time from the first time	Proxy source from Social Security Scotland management information x percentage of claims were processed in 10 days or fewer
	4. X of redeterminations were completed on time	Data published for Best Start Grant in Best Start Grant: high level statistics to 30 June 2019: Table 11 https://www2.gov.scot/Topics/Statistics/Browse/Social-Welfare/SocialSecurityforScotland
	7. X percentage of appeals upheld or rejected	Data published for Best Start Grant in Best Start Grant: high level statistics to 30 June 2019: Table 11 https://www2.gov.scot/Topics/Statistics/Browse/Social-Welfare/SocialSecurityforScotland

	Quarterly	
A learning system	3. Staff diversity statistics	Data will be published from 10 September
	Annually	
Processes that work	5. Call waiting times	Data published in Social Security Scotland client and staff insights research findings for the period September 2018 to March 2019. https://www.gov.scot/publications/social-security-scotland-client-staff-insights-research-findings/
A better future	4. Equality Budget Statement and Fairer Scotland Assessment	Produced by Scottish Government to accompany draft budget annually
	Ongoing	
A better future	2. Reports of experience panels, client surveys and co-production of the charter	Experience Panel Research, client insights work
	3. Equality, Children's Rights & Wellbeing, Fairer Scotland Impact Assessments for the Social Security Act and individual benefits	Produced by the Scottish Government during policy development process
	6. Estimated take-up reported under the Social Security Act.	Obligation on the Scottish Government to estimate take-up of implemented benefits with each Take-up Strategy



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