

Equality and Human Rights Commission (GB)

Evaluating impact



29.01.2016 **01**



Who we are

Our mandate: To challenge discrimination, and to protect and promote human rights.

Our vision: We live in a country with a long history of upholding people's rights, valuing diversity and challenging intolerance. The EHRC seeks to maintain and strengthen this heritage while identifying and tackling areas where there is still unfair discrimination or where human rights are not being respected.

Our roles:

- Outcomes-focused strategic regulator
- Promoter of standards and good practice
- Authoritative centre of intelligence and innovation
- Trusted partner





What I will cover

- Why? (Need for evaluating impact)
- Past and current approaches
- Future considerations and lessons learning





12.10.2015 **02**

Why?

Evaluating impact for an equality body





EHRC and other equality bodies are often asked to show their impact...

- Effective spending of public money
- Public value resulting social and economic benefit of work
- Does what we do work?

Therefore any evaluation of work of the Commission is drawn up with some key considerations in mind:

- Role and remit of the Commission on the issue
- What approach has been taken (regulator, intervention, influence, guidance, explorative, legal...etc)
- What is proportionate and will show meaningful change
- Who is the work likely to impact (who do we want to work with on it)





Challenges

EHRC is required by statute to encourage and support the development of a society in which:

- People's ability to achieve their potential is not limited by prejudice or discrimination.
- There is respect for and protection of each individual's human rights, and for the dignity and worth of all.
- Each individual has an equal opportunity to participate in society.
- There is mutual understanding between groups based on understanding and valuing of diversity and on shared respect for equality and human rights.

These are longer term goals where change and evaluation of impact can be difficult to measure:

- Difficult to collect: Subjective/open to interpretation/multi-perspective (e.g. Hate crime – experience of, reported, recorded, prosecuted, impact of)
- Rarely have regular management information or a contained environment to scientifically test – (correlation or causation? Many antecedal factors/noise in the data that can affect findings)





Past and current approaches

The good, the bad and the inconsistent





Evaluation needs a LOGIC CHAIN

What is the problem or challenge to address?

What inputs, outputs or processes are needed?

What will the inputs need to deliver?

What are the immediate changes/gains expected?

What longer term impacts are expected?

Also; what is the sustainability?

Nature of Problem

Inputs

Outputs

Outcomes (short/medium term)

Impact (long term)

Defined problem is often missing

Includes numbers – such as how many.

Conducted at end or close to end of delivery

What are the available mechanisms and measures that continue to track change over time?





On a regular basis EHRC looks at impact in terms of **output** and **outtake**

Achieving effective evaluation that has demonstrable causal impact and outcome is difficult, costly and often disproportionate to the activity undertaken.

EHRC **regularly monitors impact in terms of output** at an activity level across the Commission and reports monthly to a central project delivery board – for example:

- Delivery of EHRC's statutory duties: e.g. "Is Britain Fairer?"
- **Delivery of our Research Programme:** Reports, briefings and evidence products are published, downloaded and cited (external) and used to inform decision making (internally and externally)
- Strategic litigations and interventions Number and nature and effectiveness: desired outcome achieved? from 2015:
 - Disability discrimination in housing (Supreme Court)
 - Ensuring Government complies with Art 19 UNCRPD in the implementation of the benefit cap insofar as it affects all carers of disabled people (High Court)
 - Gypsies and Travellers disadvantage from a Ministerial policy to "recover" traveller site appeals for the Minister to determine them himself. (High Court)
- **OUTTAKE:** Impact through awareness of organisation, approach, agenda and issues comms activity such as an increase in distribution, exposure and reach recorded through:
 - Coverage (sentiment, notoriety, network and volume),
 - Digital engagement unique page visits, time spent and downloads

Across mediums - Media, Social media and digital





EHRC Evaluations (1)

Product evaluation of projects and programmes

- Outputs form grant programme
- Compliance of public sector organizations with Public Sector Equality Duty
- Outcome evaluation over time of Disability Harassment Inquiry (year 1,3,5)

Process evaluation of use of inquiry powers

- In 2011 EHRC evaluated the design, conduct and impact of three Inquiries:
 - Race discrimination in the Construction Industry Inquiry Report (July, 2009)
 - Financial Services Inquiry: Sex discrimination and gender pay gap report (Sept, 2009)
 - Inquiry into recruitment and employment in the meat and poultry processing sector (March, 2010)





EHRC Evaluations (2)

- Appointment practices on company boards: guidance and research has resounded with corporate boards where there is typically massive gender disparity.
- Religion and belief project has reached a large stakeholder group due to the use of social media.
- Disability harassment inquiry indicates that police have made improvements to the way they record disability hate crime so that it is recorded at the same level as other hate crimes.
- Pregnancy and Maternity Discrimination project: Reached new audiences not traditionally engaged with EHRC through large scale stakeholder mapping and engagement



Capturing EHRC's public value....

In 2012 commissioned study to develop a **public value assessment framework to** better evaluate the full social and economic impacts of the EHRC's activities.

Designed to capture a wider range of outcomes than would be possible through conventional Cost-Benefit Analysis, evaluation and impact assessment

- encapsulating both use and non-use values.
- recognises impact may stem from 'below the line'/less visible areas of activity (e.g. pre-enforcement actions that simply involve writing to individual employers but often lead to the instigation of behavioural changes)
- PV provides a useful overall analytical framework. A disadvantage is 'conflicting values' i.e. different external stakeholders may perceive the value of the EHRC very differently.





Regulatory Decision Making Pathway (RDMP)

Assessment of costs and benefits (ex-ante)

Impacts (immediate/ ex-post)

Public Value (PV) assessment criteria

Public Value (outcomes)

Individual

Economic (net)

Increased trust and legitimacy

Stronger accountability and

Recognition as authoritative,

evidence-based organisation

Social

transparency

Consideration of which activities should be pursued

- Consideration of Public Value criteria
- · Regulatory filters process
- Objective assessment uniqueness of EHRC role
- Risk assessment
- Consideration of costs/ benefits
- · Options assessment
- · Prioritisation of resources
- Consultation with stakeholders (where appropriate)

Costs (direct)

- Costs of operating EHRC (overall, broad function, specific activity)
- HR/ finance inputs from intermediary organisations (e.g. other regulators, partners)

Costs (indirect)

Compliance costs are indirect in that Parliament passes equality legislation :

- Compliance costs for employers (with Equality Act 2010)
- Administrative costs for public sector organisations in complying with PSED 2011 Regulations

Benefits

- Strengthened compliance with equality and human rights legislation
- Strengthened effectiveness of application of law
- Demonstration and deterrent effects
- Stronger evidence base for future revisions of equality legislation
- · Use/ non-use values

Types of impacts

- Social
- Economic
- Regulatory
- Deliberative
- Aspirational

Impact multipliers

- Use values
- Non-use values
- Cumulative (sum greater than parts)

Impact concepts

- Quantitative
- Qualitative
- Monetarised
- Non-monetarised

Measurement of impacts

- Reputation metrics/ dashboard (immediate outcomes ONLY)
- -Metrics and KPIs in monthly/annual reporting, Strategic Plan 2012-15, annual Business Plan.
- -Stakeholder satisfaction (general, specific outputs)
- User surveys
- Focus groups
- Triennial Review (context indicators)
- Case studies
- -Evaluation to assess impacts
- Monitoring and longitudinal followup)

Engagement

- · Reputation metrics
- · Stakeholder satisfaction

Quality of outputs

- Stakeholder satisfaction with outputs
- Reputation metrics
- Cost-benefit ratios

Value for money

- VfM measures technical efficiency
- Cost-benefit ratios
- Willingness to pay/ accept

Impacts

Measures allocative efficiency

- Economic
- Social
- Regulatory
- Transformational

mat

Overall Public Value

Key points:

- 1. Current measurement of impact can be insufficient and not very meaningful
- 2. Evaluation of projects, programmes or even the use of powers made no difference because they do not answer the bigger questions
- 3. Ask big questions first and not at the end

Future considerations and lessons learning

So how are we improving?...







First steps: prove and improve

Prove:

 To Government (Treasury Green Book), the media, the general public, internally.

Improve:

To be even more effective next time.

Look forward at intended impact

- Rather than backward at isolated outputs or outcomes
- Use impact assessment to plan as well as to assess effectiveness

Don't get stuck by technicalities or impossible asks

Perhaps direct causality is not that important, supposing it is achievable





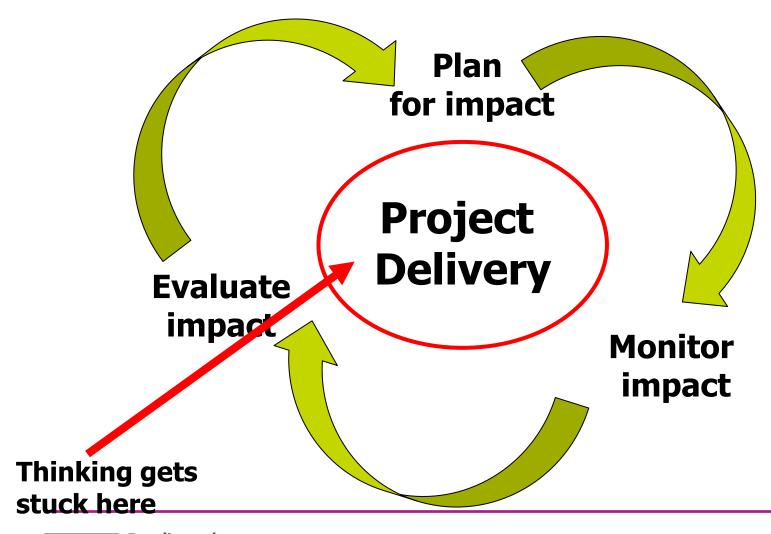
	Intended Impact	Policy/practice	Impact EHRC	EHRC regulatory	EHRC resources
S&S powers by	on society	change required	expected to have	activity	and skills
police towards		by institutions	on institution		required
Black and					
Asian					
population	,			·	
	Significantly improved	Majority of police (60-70%)	•S&S is standard item on	•monitoring progress and	•0.2FT staff to monitor
5 years	trust and/or sense of fair	forces' S&S disprop is	political Home Office	publicising outcomes with	progress, 0.1 L5 oversight (Q1-Q4)
, , , , , , , , , , , , , , , , , , , ,	treatment by police from Black and Asian population	lowest average of their family (baseline MoJ 2010)	agenda and change programme is actively	key agencies and general public	•Regular press releases and
	(BCS data – static ally		promoted and overseen by	'	briefings
	relevant)	Or have significantly	ACPO	•Publication of revised	• small team (4x0.3 Q3) for
		increased S&S effectiveness (higher conviction rate	•Effectiveness data are published along disprop.	Stop and Think setting out achievements and future	preparation and publication
		and crime reduction)	data	expectations	
	↓ →	↓ →	↓ →		↓
	Emerging national	30% of police forces' S&S	•HO takes political	•monitoring progress and	•0.5FT staff to monitor
3 years	improvement in trust	disprop. is lowest average	leadership of S&S	publicising outcomes with	progress, 0.1 L5 oversight
, , , , , , , , , , , , , , , , , , , ,	and/or sense of fair treatment by police from	of their family (baseline MoJ 2010)	improvement •Stop and search	key agencies and general public	(Q1-Q4) •Regular press releases and
	Black and Asian population	Or have increased S&S	improvement programme		briefings
	(BCS data)	effectiveness (higher	is delivered by NPIA and	•Publication of revised	• small team (4x0.3 Q3) for
		conviction rate and crime reduction	ACPO to all remaining forces	Stop and Think setting out achievements and short	preparation and publication
		evaluation and	•Effectiveness data are	term expectations	
		widespread distribution of	published along disprop.	·	
	↓ →	promising approaches	data ↓ →	↓ →	$ $ \downarrow
	•		4 7	4 7	
	Indications of impact of	•5 police forces' achieve	•Senior leaders of 5 forces	•monitoring progress and	•0.5FT staff to monitor
1 year	adapted S&S policies by 5 police forces on Black,	lowest average of their family (baseline MoJ 2010)	owe S&S change, publicise and communicate changes	publicising outcomes with key agencies and general	progress, 0.1 L5 oversight (Q1-Q4)
-	Asian and overall local	or have increased S&S	locally and with NPIA, ACPO	public	•Regular press releases and
	populations' sense of	effectiveness (higher	and HO	•Develop contacts with	briefings
	fairness and trust	conviction rate and crime reduction)	•Identification of promising approaches	Next steps programme •Lobby for long term	• SMT/involvement for lobby work3 Q3) for
		•Evaluation and Input of	•HO secures long term	provision of Next steps with	preparation and publication
		promising local approaches	budget for Next steps	HO and ministers	
	→	in Next Steps programme →	change programme →	17→	
	7	7	7	1/7	

Why evaluating impact is central

- Making an 'Impact' is the reason why an organisation, workstream or project exists.
- Taking time to Plan→Monitor→ Evaluate impact is fundamental to maximising impact.
- Start from where you want to be, and work backwards.
- Measure outcomes, not outputs, to evidence impact.
- Having a robust underpinning theory is crucial to understanding contribution to longer-term impacts.











Two steps:

- 1. What is the ultimate impact you want to see?
- 2. Work backwards





What EHRC need

- A Theory of Impact: that works backwards from the EHRC vision/mission to understand the projects and approaches that are most impactful to guide planning about future projects. This theory needs to be well-evidenced- based on previous learning from EHRC on when work has/has not been impactful, and wider learning from the sector, academia etc.
- Impact framework and measurement guidance: An approach for how to measure the impact of projects and the EHRC more widely.. Note:
 - It will be increasingly difficult to evidence and understand contribution to larger, more long-term impacts that are 'further away' from the projects it delivers
 - In these cases, 'proxy' indicators can be established
 - Concepts such as 'attribution' and the 'counterfactual' are also important and can aid thinking and approaches to unravelling contribution to larger outcomes.
- Staff skills development: Training for relevant staff so that there is a meaningful legacy to the work: staff are able to undertake their own planning, monitoring and evaluation of impact.





Key points:

- 1. Measuring progress is a process, having impact is the goal
- 2. Use your organisation's vision to determine intended impact and work backwards
- 3. For evaluation and impact assessment to be meaningful, they need to be built into the culture of the organisation

Thank you

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