Imperial College London Graduate School

Roundtable: Co-creation and innovation in professional development

Beyond Engagement and Participation: the emerging role of user and community co-production

Tony Bovaird, Governance International
Growth of co-production

- In recent years, huge increase in interest in co-production
- ... and most public agencies now claim to be doing it – or even to have embedded it ‘deep in our organization’s practices’
- ... and academics are now writing hundreds of articles about it
- ... but all this is distant from what is happening on the ground!
The implementation challenge

... consistent message from practitioners that the pace of implementation of co-production approaches in the public sector is slower than intended and obstacles to co-production are now higher than before.
What is co-production of public services and outcomes?

“*It takes two – professionals and communities*”

"Co-production is about professionals and citizens making better use of each other’s assets, resources and contributions to achieve better outcomes or improved efficiency."

Distinctive principles of co-production

- Citizens and staff are active contributors bringing together their skills and expertise.
- Collaboration – ‘doing with’, not ‘doing to’.
- Achieving outcomes, not just delivering services.
## What is and isn’t co-production of public services

<table>
<thead>
<tr>
<th>Who is involved?</th>
<th>Involvement of service users and communities</th>
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<tbody>
<tr>
<td>Involvement of professionals</td>
<td>Level of involvement</td>
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<tr>
<td></td>
<td>high</td>
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<td>low</td>
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Key co-production approaches:
The Four Co’s of the Co-production Star

- Co-commission
- Co-design
- Co-deliver
- Co-assess
Co-commissioning approaches

- Personalisation – micro-commissioning

- Participatory budgeting
  (city wide and/or at neighbourhood level and/or for specific groups)
  - prioritisation of public services
  - prioritisation of public funding of community projects

- Identifying priority outcomes with specific groups

- Putting service users and other citizens on procurement panels

- Co-planning of services – e.g. deliberative forums, Planning for Real

- Co-financing of services – e.g. crowdfunding
Case: Co-commission (Berlin-Lichtenberg, Germany)

- prioritisation of public policies in austerity
- multi-channel interface for suggestions and voting
- co-production offers from citizens

Source: Governance International Case Study Section at http://bit.ly/sUU0F7
Co-design approaches

- Innovation labs with service users
- Designing communication tools (websites, flyers, newsletters) with experts by experience
- Personalisation – designing services and support for better personal outcomes
- Designing preventative activities with people accessing services and carers
- Neighbourhood redesign of services and facilities with community groups (e.g. Design Labs)
CO-DESIGN: Stockport Council social care

Working with service users, carers, partners and staff to design a website that ...

- service users can understand,
- puts them in touch with people who can help.

Results:

- 67,000 website visits after relaunch
- Calls at contact centre reduced, higher quality calls
- Estimated saving of £300,000 p.a.
- Other councils eager to learn from this best practice – now been incorporated in Care Act 2014

Source: Governance International Case Study Section at http://bit.ly/sUU0F7
Co-delivery approaches

- Promoting and supporting self-medication and self-care
- Peer support groups, e.g. in mental health, ‘expert patients’, social media surgeries
- Volunteers working with public services
- Community asset transfer
- Community organisers
- 'Street champions' (e.g. Streetwatch, Speedwatch)
- Community asset management
Co-delivery (South Somerset)

- Local residents work with police to fight against speeding cars
- 40% reduction in vehicles exceeding the speed limit since monitoring began in July 2007
- Local councillors mobilised local people to join up the patrols ...
- ... but must also ensure that local groups do not turn into ‘vigilantes’
Objective: Increase wellbeing of patients, staff satisfaction and reduce demand for admission in the gastroenterology unit in Highlands Hospital.

Co-production approach:
• Patients moved to self-monitoring rather than coming in for check-ups
• Patients chaired the ‘rounds’ rather than being treated as ‘ill objects’

Results:
Number of in-patients fell by 48% over 1998-2005
Patient satisfaction rose
Adherence to drug treatment shot up
Much lower morbidity in patients with flare-ups in their condition
Co-assessment approaches

- Surveys led by people accessing services or communities
- Web-based rating of public services
- Action-oriented complaints system – turning complainers into active volunteers
- Citizen inspectors or tenant inspectors
- Peer review of services with experts by experience
CO-ASSESS: Complaints management in LB of Camden
@simon_redfern Parks were locked due to staff shortages. We expect them open tomorrow, pls check here for updates: www.camden.gov.uk/snow

4:58 PM Feb 2nd from web in reply to simon_redfern

camdentalking
Camden Talking
@simon_redfern Hi, all Camden parks are open today. Sorry for any inconvenience
@camdentalking hello I am super impressed with this. Am going to blog about how brilliant you are!

2:06 PM Feb 4th from TweetDeck in reply to camdentalking

simon_redfern
Simon Redfern
Co-production in the Governance International Public Value model

Public Governance Principles

Needs → Behaviour change + Co-production = Commissioned services

Political priorities

Expressed demand

User resilience

Individual outcomes

USER VALUE

Community outcomes

SOCIAL VALUE

Business outcomes

ECONOMIC VALUE

Community resilience

Market resilience

Commissioned services

Public organisations

Private business

Social enterprises

Needs → Behaviour change + Co-production = Commissioned services
Potential limitations

- Not everyone **WANTS** to co-produce, not everyone **CAN** co-produce – we need a variety of service models.

- **Co-production is generally not ‘free’** – it requires resources and investment for its full potential to be realised.

- **Isn’t co-production risky?**
Barriers to co-production

- Barriers to co-production can arise at any stage of the public value model
  - co-creation of value requires multiple stakeholders
  - Multiple stakeholders mean multiple, imaginative ways of stopping each other achieving what is jointly desired!

- Barriers to co-production can be seen as the OTHER SIDE OF THE COIN of drivers of social innovation

- And barriers can also arise because the outcomes sought are not agreed (or even discussed)
Which outcomes do we want co-production to enable?

- Good health
- Equality
- Employability
- Comfortable Home
- Feeling safe
- Fun/leisure
- Educational level
- Social connections
- Security/Stability
- Wellbeing
- Development
Dimensions of barriers to co-production

Barriers arising often include:
• Unclear outcomes being sought
• Insufficient resources
• Unfavourable culture
• Poor processes
• Poor communication and inadequate data
• Evidence base and business case
• Citizen capabilities and time
• Professional/managerial/political ownership
• Inadequate leadership
• Short-termism
• Risk aversion

Need to explore barriers in relation to:
• The Four Co’s of the Co-production Star
• The Five Steps
### Just out of curiosity – some previous responses!

<table>
<thead>
<tr>
<th>Percentage of the budget increase you would spend on this factor (out of 100%)</th>
<th>Surrey CC – Senior commissioner</th>
<th>Surrey CC – middle management commissioner A</th>
<th>Surrey CC – middle management commissioner B</th>
<th>Sandwell MBC – Senior commissioner</th>
<th>Solihull MBC – senior commissioner</th>
<th>Scottish Health/Social Care Partnership – Public Health Lead</th>
<th>National 3rd sector organisation &amp; user advocacy service</th>
<th>National Charity - Regional manager for Engagement</th>
<th>AVG</th>
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<td>More frontline staff</td>
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<td>Training frontline staff on how to make co-production more successful</td>
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<td>More staff who can enable service users to co-produce</td>
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<td>More staff who can enable communities to co-produce</td>
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<td>Supporting service users to do more co-production in the project</td>
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<td>Supporting communities to do more co-production in the project</td>
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<td>Connecting service users to communities more effectively</td>
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<td>Project management</td>
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<td>Better ICT</td>
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<td>Better technology (other than ICT)</td>
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<td>Supporting partners to embed co-production in their working</td>
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Conclusions and way ahead

• Co-production is not the only answer ...
  ... but it has huge potential to improve public outcomes, not yet fully exploited.

• The main barriers to co-production are no longer lack of understanding by senior decision makers or even lack of budgets in public services (serious though these undoubtedly are) – these excuses no longer convince.

• We need to put public sector staff in place who can practically help service users and communities to do more for themselves, with the help of public services ...
  ... and experiment with new ways of connecting service users with local communities, including digital technologies.
About Governance International

- A non-profit organisation working with public organisations and communities internationally to improve citizen outcomes since 2002
- Training, facilitation and tools based on the Co-Production Star toolkit since 2012
- Provides 60+ international co-production case studies, now featured on the OECD Observatory Public Sector Innovation website.
- Provider of evidence-based research and projects on co-production (Joint Improvement Team Scotland, Welsh Government, DCLG, many local councils and nonprofit organisations around Europe).
What we offer to support effective co-production

- **Co-production Star Training** to provide public services and communities with skills for co-production
- **Asset-mapping** based on the See What You Can Do-Toolkit
- **CitizenPoweredCouncil Club** for senior managers and commissioners to exchange good co-production practice and to overcome obstacles based on evidence-based research by *Governance International*
- **CitizenPoweredCouncil Lab** for public services to co-design and co-deliver a co-production strategy for improved outcomes and savings based on the Co-Production Star
- **Peer reviews and study visit programmes** to learn from co-production champions in the UK and internationally
- **Master classes for commissioners on outcomes-based commissioning**
Interested in running our *Barriers to Co-production survey* in your public service?

Contact us!

Tony Bovaird  
Governance International

Web:  [www.govint.org](http://www.govint.org)  
E-mail:  tony.bovaird@govint.org  
Twitter:  @govint_org

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