



Data Cymru

National Intelligence Event, 22 November 2018

Assessing pathways to outcomes achieved by 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?

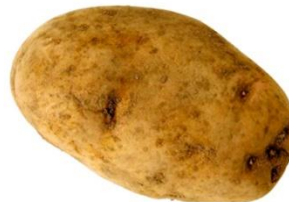
“It takes two – professionals and communities”

"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."

<http://www.govint.org/our-services/co-production/>



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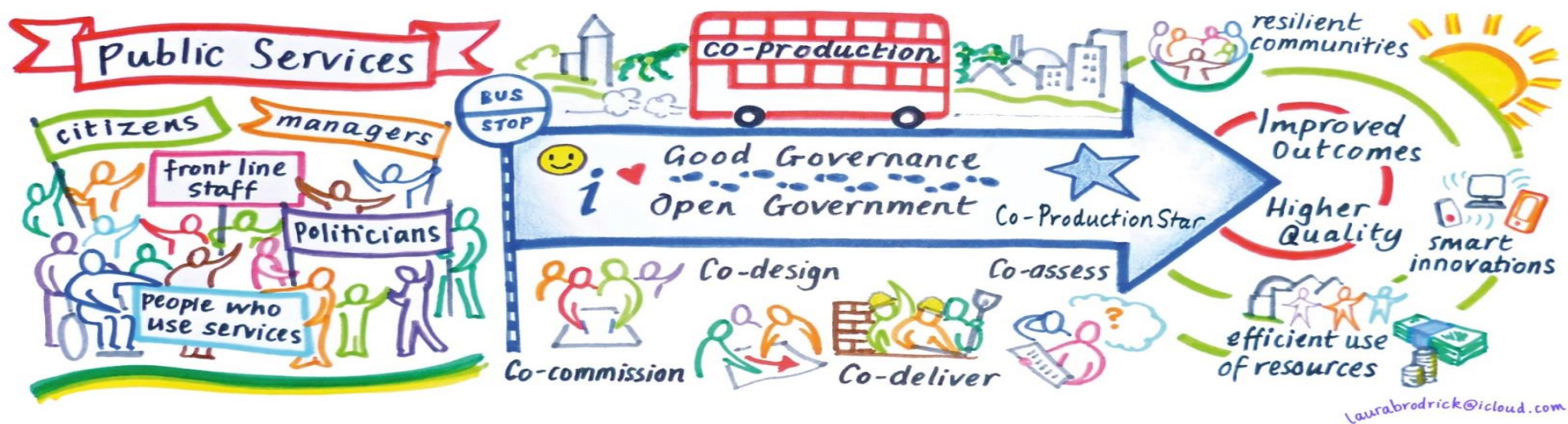
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Distinctive principles of co-production

- Citizens and staff are **active contributors** bringing together their assets, skills and capabilities.
- **Collaboration** – ‘doing with’, not ‘doing to’.
- Achieving **outcomes**, not just delivering services.
- Role of politicians as **community enablers** and **guardians of public governance**



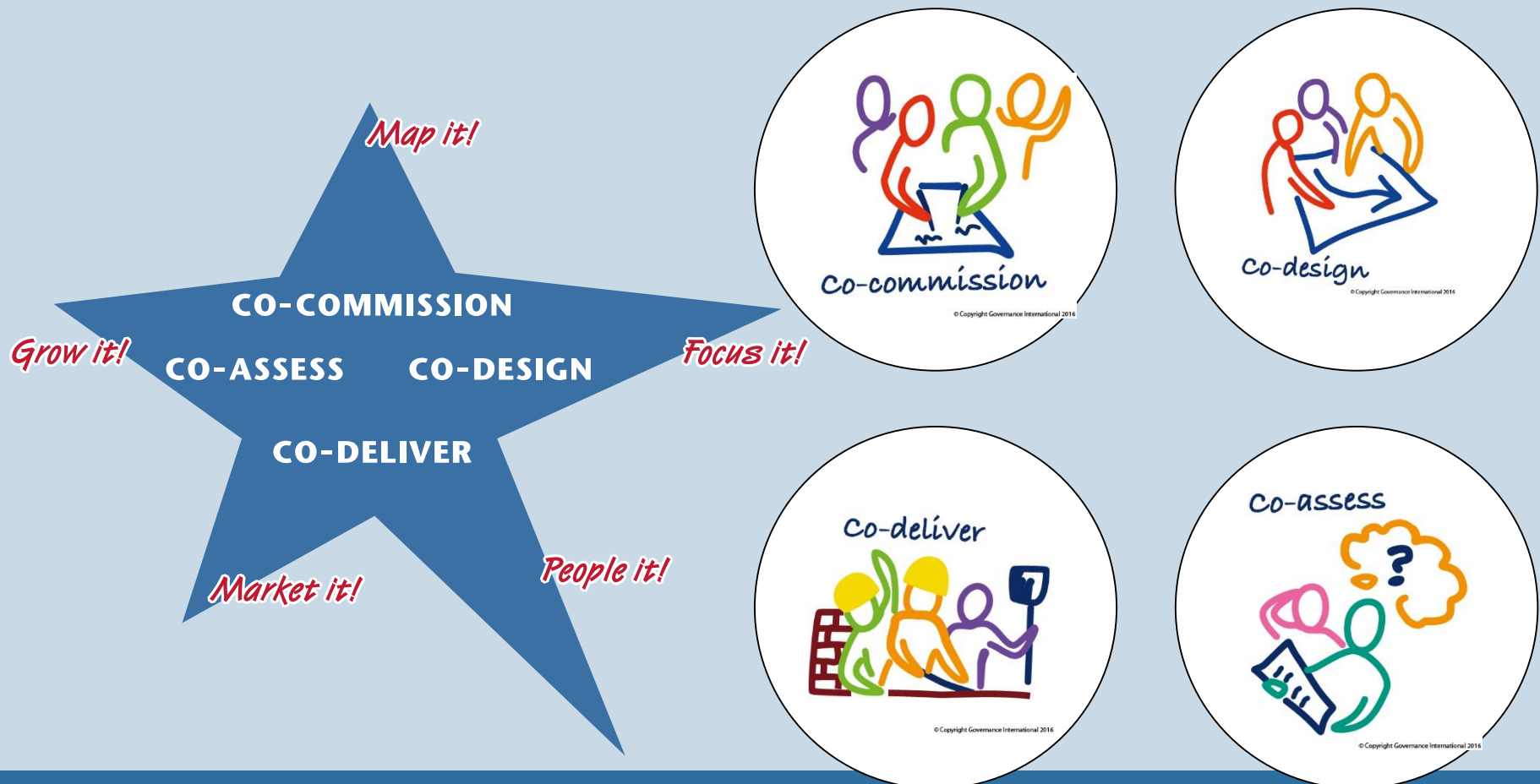


What is and isn't co-production of public services

Who is involved?	Involvement of service users and communities		
Involvement of professionals	<i>Level of involvement</i>	<i>high</i>	<i>low</i>
	<i>high</i>	Co-production	Traditional service provision
	<i>low</i>	Self-help	Little service provision



Key co-production approaches: The Four Co's of the Co-production Star





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**



CO-COMMISSIONING: (Berlin-Lichtenberg, Germany)

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





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)**

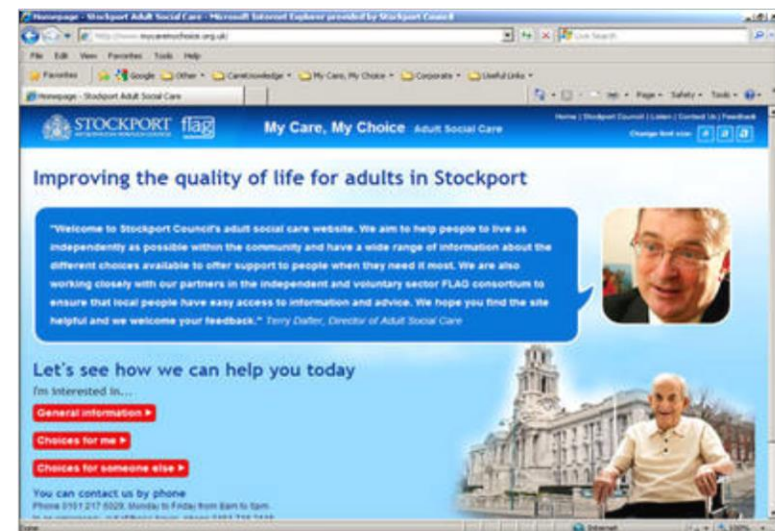
CO-DESIGN: Stockport Council social care

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



<http://www.mycaremychoice.org.uk/>



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
**Safer and connected
communities:
Community Speedwatch
in Wiltshire**



Objective:

To reduce speeding across the Wiltshire County.

**Co-production
approach:**

Local residents work together with the police to change behaviour

Results:

- 140 Volunteer Teams active across Wiltshire and Swindon Counties with 765 volunteers carrying out regular speed checks on local roads. (= 14,076 hours of volunteer-led speed reduction interventions between September 2013 and January 2016 with a monetary value of £112,608.)
- Fatal and serious injuries associated with road traffic accidents (RTA) in Wiltshire had reduced by 35% (compared to average from 2005–2009)

CO-DELIVERY: Reducing hospital admissions with active patients in Highlands Hospital, Sweden

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:

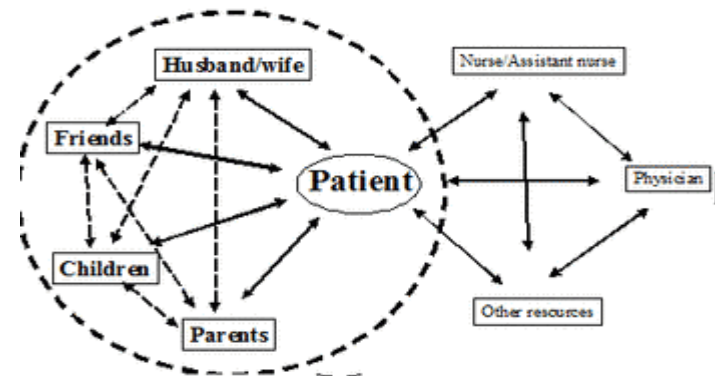
Number of in-patients fell by 48% over 1998-2005

Patient satisfaction rose

Adherence to drug treatment shot up

Much lower morbidity in patients with flare-ups in their condition

The "team" from the patients point of view:





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-ASSESSMENT: Complaints management in LB of Camden





The image shows a screenshot of a Twitter interface. At the top, the Twitter logo is on the left, and navigation links (Home, Profile, Find People, Settings, Help, Sign out) are on the right. Below the navigation bar, the Twitter logo appears again. The main content area displays a tweet from the account @camdentalking. The tweet text reads: '@simon_redfern Parks were locked due to staff shortages. We expect them open tomorrow, pls check here for updates: www.camden.gov.uk/snow'. Below the text, it says '4:58 PM Feb 2nd from web in reply to simon_redfern'. At the bottom of the tweet, there is a green circular logo with three arrows forming a triangle, followed by the text 'camdentalking' and 'Camden Talking'.

twitter

Home Profile Find People Settings Help Sign out

twitter

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 @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

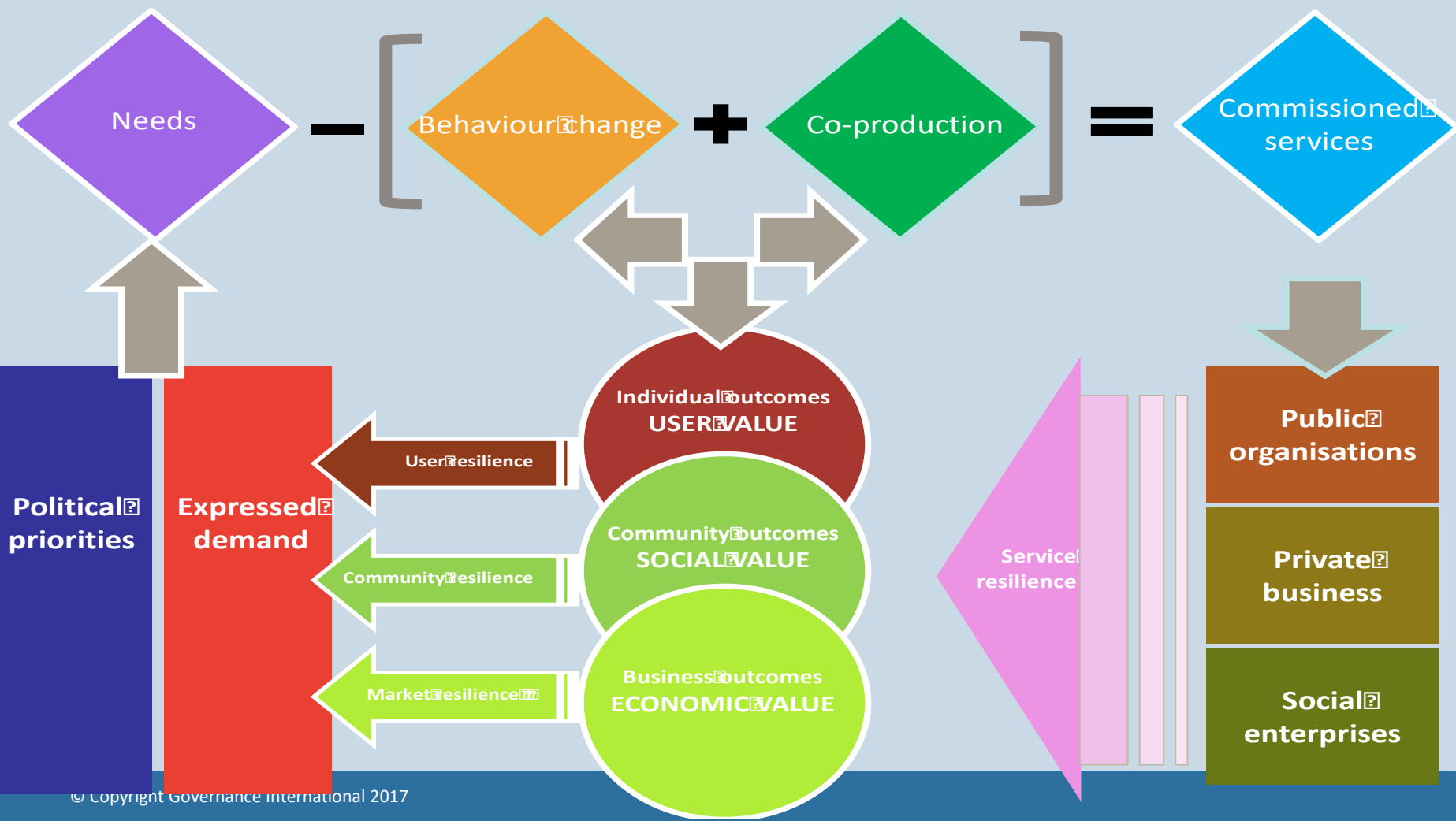






Co-production in the *Governance International* Public Value model

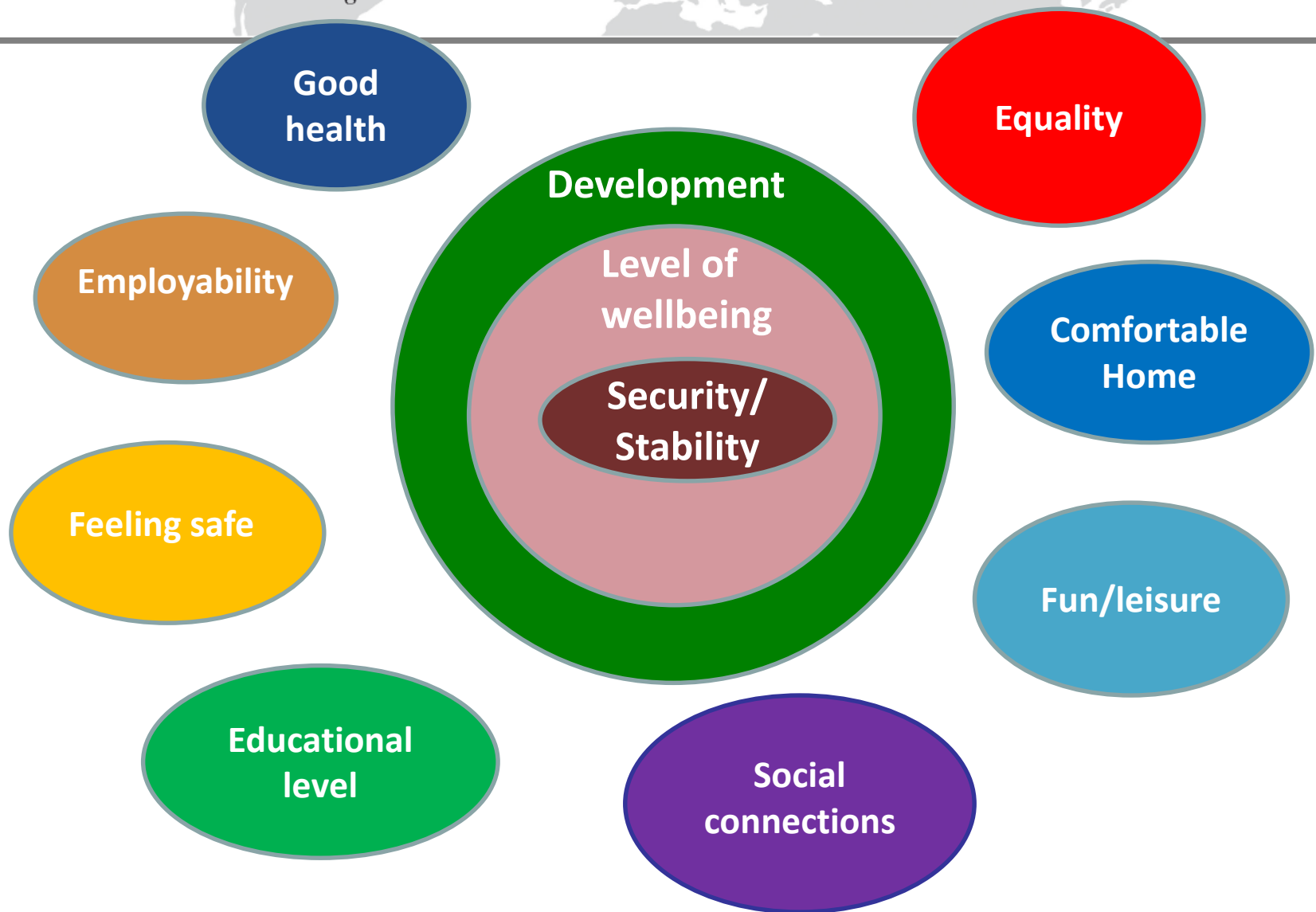
Public Governance Principles





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Which outcomes do we want co-production to enable?





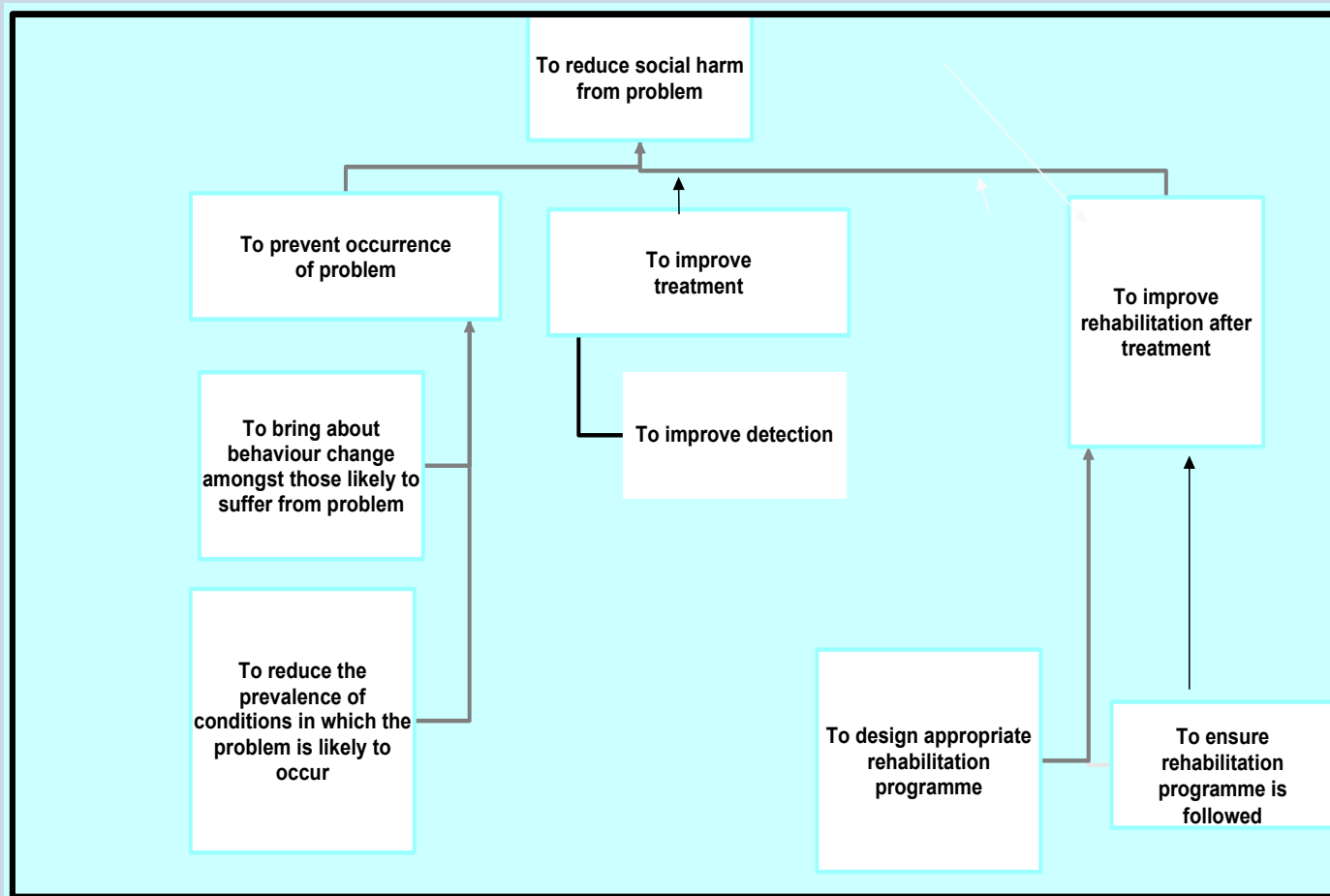
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Whose outcomes matter?



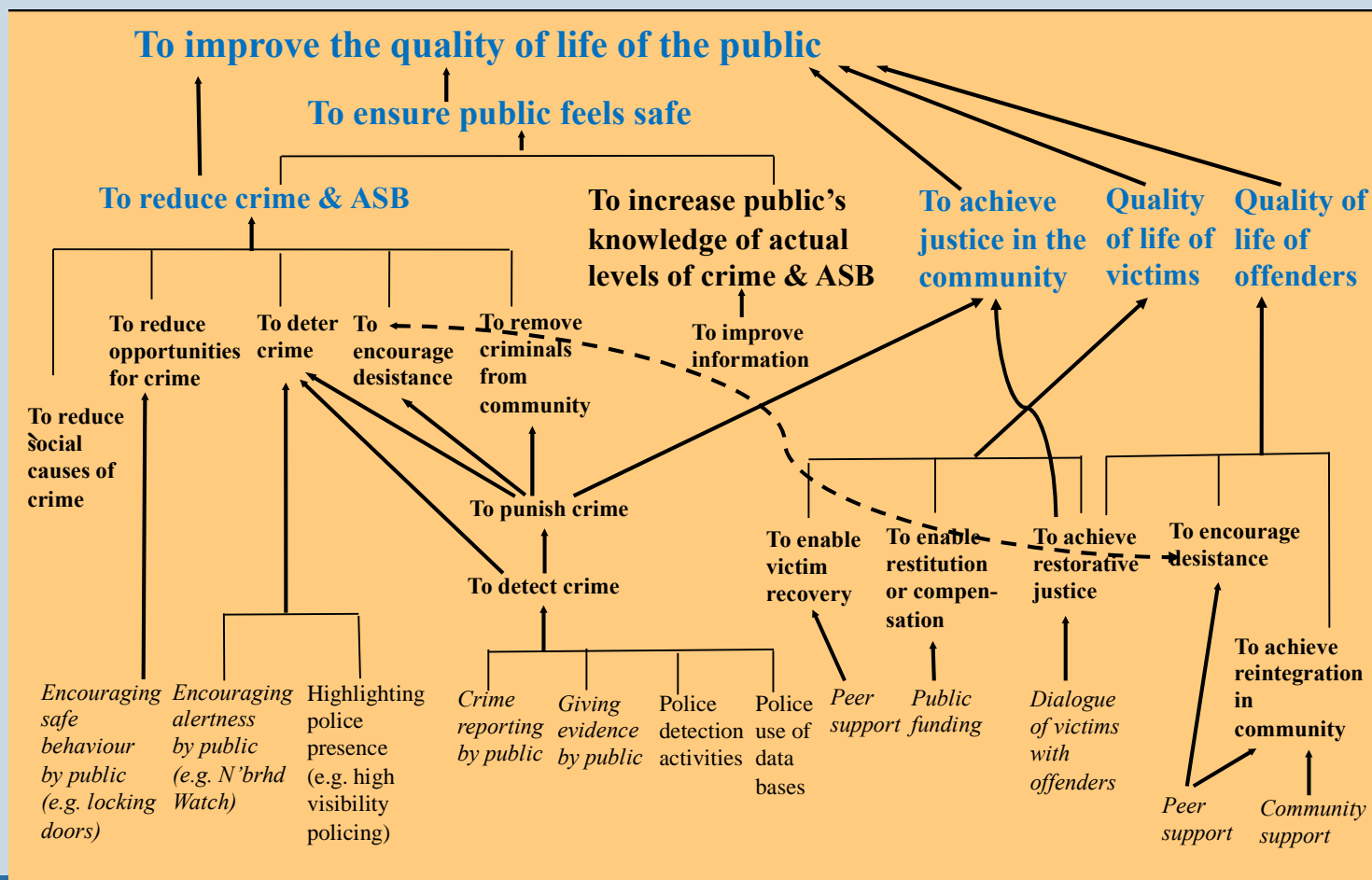


Generic model of pathways to public outcomes



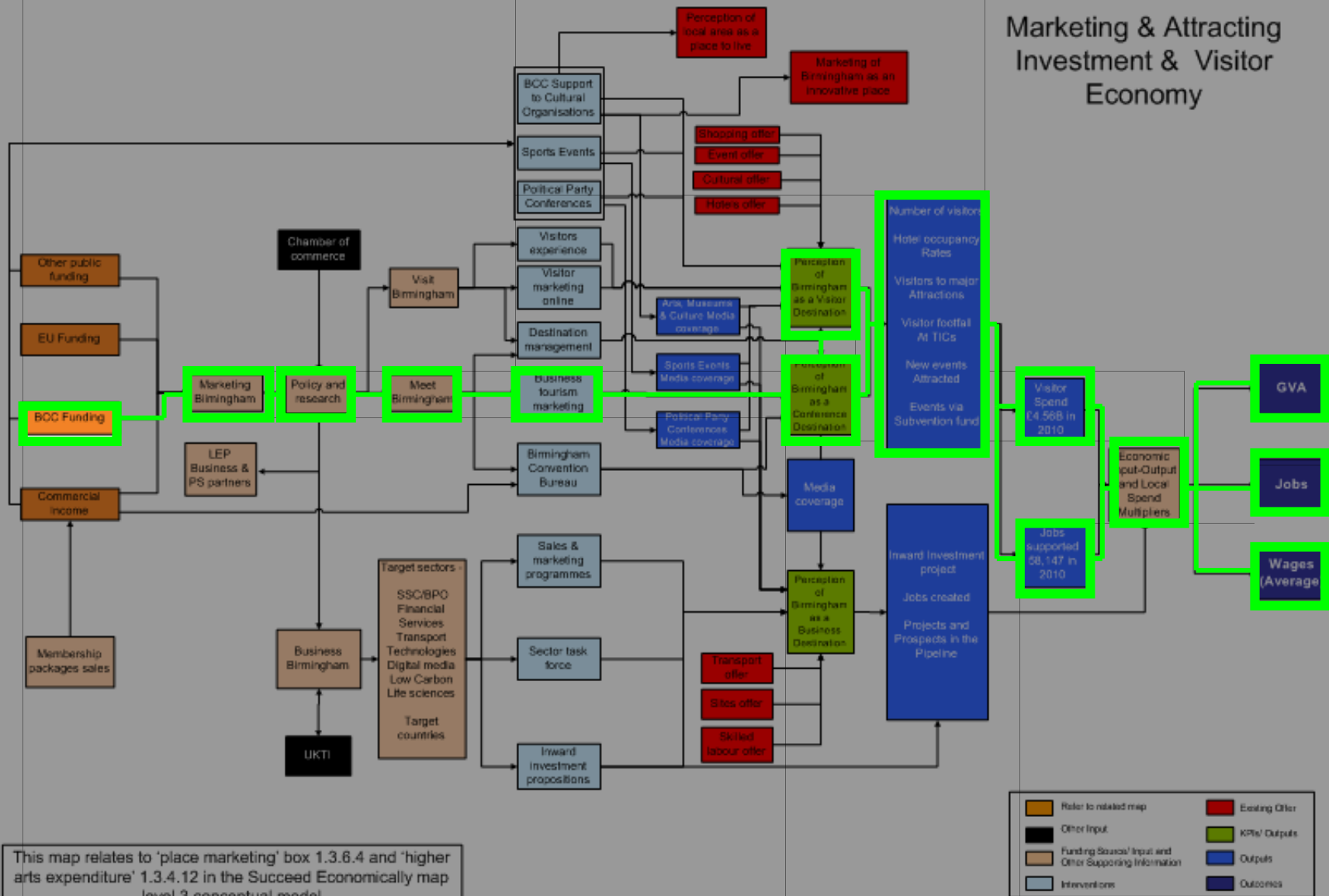


Co-production pathways to community safety outcomes



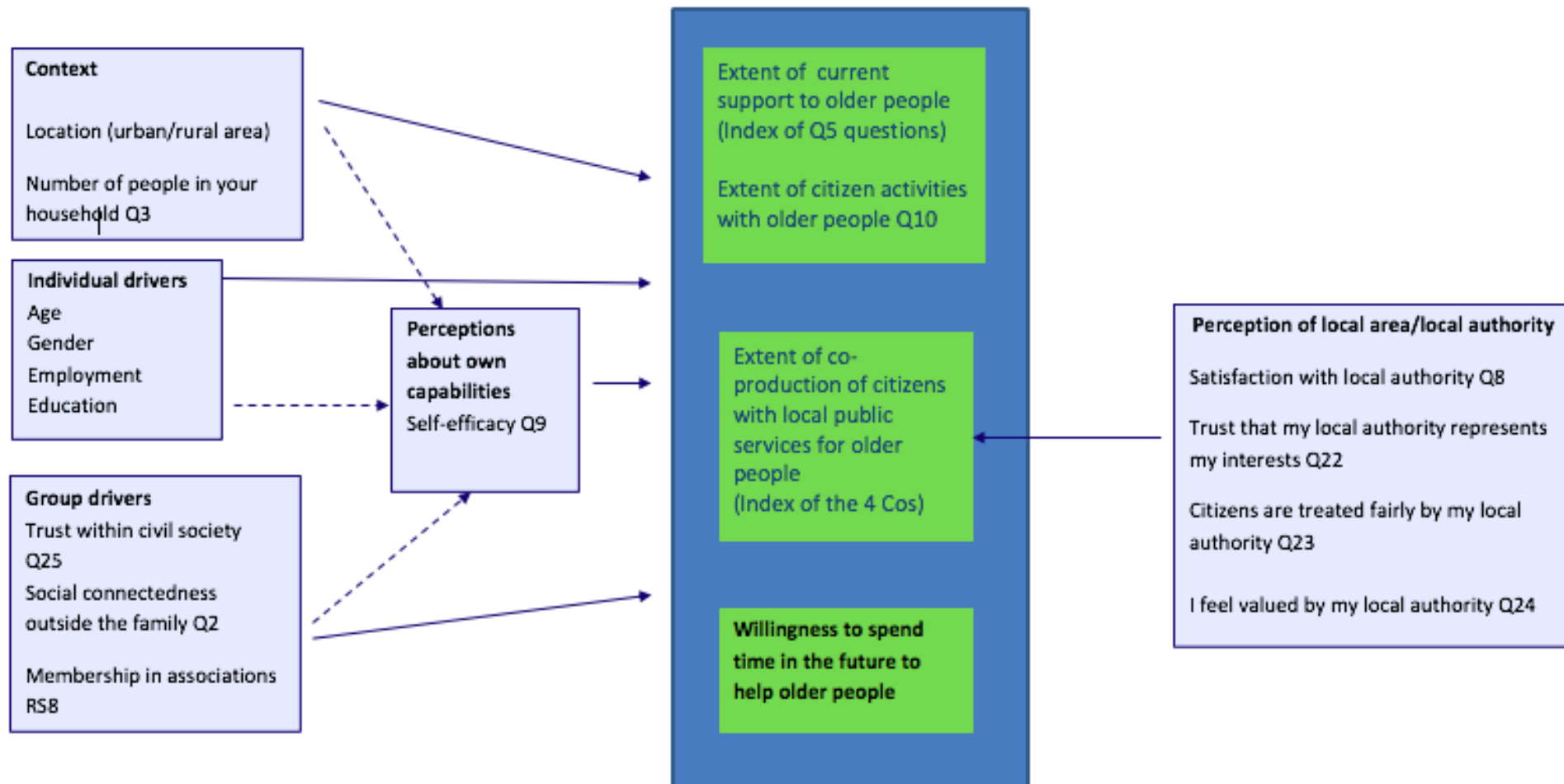
It's about Pathways!

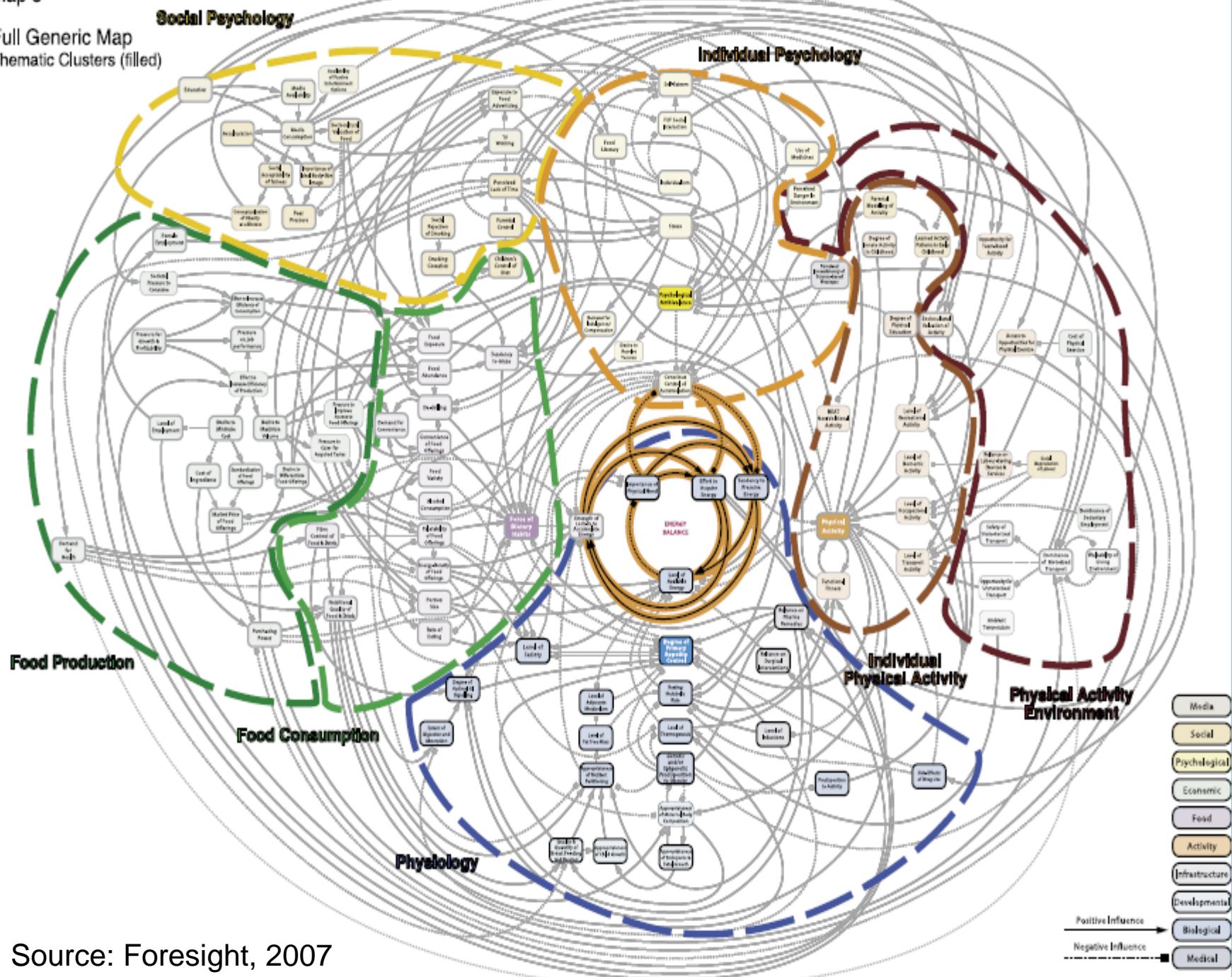
Marketing & Attracting Investment & Visitor Economy





A statistically tested model of co-production to improve outcomes for older people







Potential limitations

- **Not everyone WANTS to co-produce, not everyone CAN co-produce** – we need a variety of service models AND proper evidence of who can and who will contribute.
- **Co-production is generally not ‘free’** – it requires resources and investment for its full potential to be realised – a proper business case needs to be developed.
- **Isn't co-production risky?**
- **We don't understand the barriers** that stop those young shoots of co-production experiments turning into full-grown plants.





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)



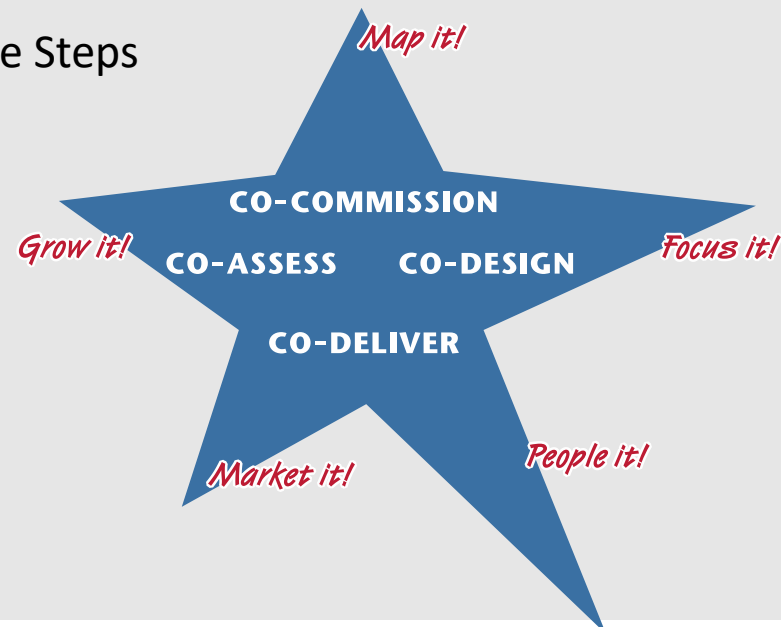
Dimensions of barriers to co-production

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





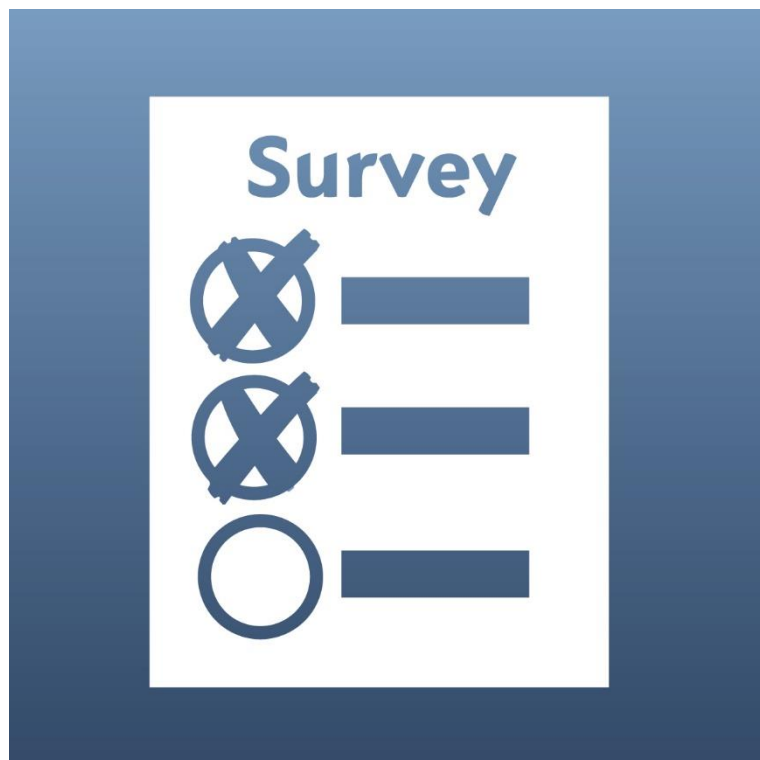
Just out of curiosity – some previous responses!

Percentage of the budget increase you would spend on this factor (out of 100%)	Surrey CC – Senior commissioner	Surrey CC – middle mangment commissioner A	Surrey CC – middle mangment commissioner B	Sandwell MBC – Senior commissioner	Solihull MBC – senior commissioner	Scottish Health/ Social Care Partnership – Public Health Lead	National 3 rd sector organisation & user advocacy service	National Charity - Regional manager for Engagement	AVG
More frontline staff			20		20	10			6
Training frontline staff on how to make co-production more successful	30	20	20	20	10		10	40	19
More staff who can enable service users to co-produce	30	80	20	20	5	10	20		23
More staff who can enable communities to co-produce			20	20	5	10	15		9
Supporting service users to do more co-production in the project				10	15	10	15	20	9
Supporting communities to do more co-production in the project	20			10	15	10	15		9
Connecting service users to communities more effectively					10	50	10	20	11
Project management					10		5		2
Better ICT					2.5		3		1
Better technology (other than ICT)					2.5		2		1
Supporting partners to embed co-production in their working	20		20	20	5		5	20	11



Interested in running our **Barriers to Co-production survey** in your public service?

Contact us!



Tony Bovaird

Governance International

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Twitter: [@govint_org](https://twitter.com/govint_org)

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Conclusions and way ahead

- Co-production is not the only answer ...
... but appears to have **huge potential** to improve public **outcomes**, not fully exploited.
- Main barriers to co-production are no longer lack of understanding by senior decision makers or even lack of budgets – these excuses no longer convince.
- We need to public sector staff 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.
- And in the long-term it is **evidence** which will convince – service users, practitioners, and eventually even policy makers.



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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).

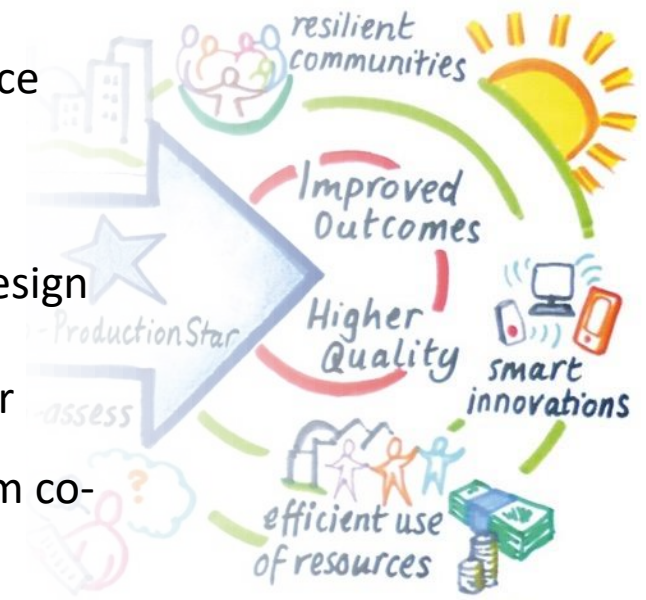


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What we offer to support effective co-production

- **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**





Contact



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