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/
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

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

Map it!  
Co-commission

Focus it!  
Co-design

Grow it!  
Co-assess

People it!  
Co-deliver

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<table>
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<th>Strongly Agree</th>
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<th>Disagree</th>
<th>Strongly Disagree</th>
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<td>Involving citizens in the commissioning of public services will help to identify lower priority services</td>
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<td>Harnessing the ideas and insights of citizens and front-line staff in service design will trigger innovations</td>
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<td>Giving citizens a bigger role in the delivery of public services will make big efficiency savings</td>
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<td>Involving citizens in the assessment of public services will bring big improvements in quality</td>
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<td>Front line staff are keen to enable citizens to contribute actively to public services</td>
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<td>Most citizens do not want to get engaged – only the usual suspects</td>
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<td>Citizens trust politicians to do what is good for their wellbeing</td>
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<tr>
<td>Public sector managers already understand how to support citizens to solve problems for themselves</td>
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</table>
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-developing flood risk plans with the community

• 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

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 & management—support group looking after local park
- Local Area Coordination
- Community organisers – 'Community connectors‘ to put people in touch with other and with public services
- 'Street champions' (e.g. Streetwatch, Speedwatch)
- Plastic-free Monmouthshire
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, Sweden.

**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-ASSESSMENT: Complaints management in LB of Camden

Why is Russell Square locked? Bit mean spirited of LB Camden isn't it?
http://twitpic.com/1aspg

3:21 PM Feb 2nd from Tweetie

simon_redfern
Simon Redfern
@simon_redfern Parks were locked due to staff shortages. We expect them open tomorrow, pls check here for updates: www.camden.gov.uk/snow
@simon_redfern Hi, all Camden parks are open today. Sorry for any inconvenience

9:54 AM Feb 3rd from web in reply to simon_redfern

camdentalking
Camden Talking
@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 → User outcomes
Community resilience → Community outcomes
Market resilience → Business outcomes

Individual outcomes → USER VALUE
Community outcomes → SOCIAL VALUE
Business outcomes → ECONOMIC VALUE

Public organisations
Private business
Social enterprises
Which outcomes do we want co-production to enable?

- Good health
- Equality
- Employability
- Comfortable Home
- Feeling safe
- Fun/leisure
- Environment
- Social connections
- Educational level
- Level of wellbeing
- Security/Stability
- Development

Which outcomes do we want co-production to enable?
Whose outcomes matter?
Generic model of pathways to public outcomes

To reduce social harm from problem

To prevent occurrence of problem

To bring about behaviour change amongst those likely to suffer from problem

To reduce the prevalence of conditions in which the problem is likely to occur

To improve treatment

To improve detection

To design appropriate rehabilitation programme

To improve rehabilitation after treatment

To ensure rehabilitation programme is followed
Co-production pathways to community safety outcomes

To improve the quality of life of the public

To ensure public feels safe

To reduce crime & ASB

To reduce opportunities for crime

To deter crime

To encourage desistance

To remove criminals from community

To punish crime

To detect crime

To increase public’s knowledge of actual levels of crime & ASB

To improve information

To achieve justice in the community

Quality of life of victims

Quality of life of offenders

To enable victim recovery

To enable restitution or compensation

To achieve restorative justice

To encourage desistance

To achieve reintegration in community

Encouraging safe behaviour by public (e.g. locking doors)

Encouraging alertness by public (e.g. N’brhd Watch)

Highlighting police presence (e.g. high visibility policing)

Crime reporting by public

Giving evidence by public

Police detection activities

Police use of databases

Peer support

Public funding

Dialogue of victims with offenders

Peer support

Community support
It’s about Pathways!
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 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!

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<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>
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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>Connecting service users to communities more effectively</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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Interested in running our *Barriers to Co-production survey* in your public service?

Contact us!

**Survey**

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*Tony Bovaird*

**Governance International**

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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.
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**
Check out these co-production resources!

- Over 70 detailed co-production case studies from Governance International - http://www.govint.org/good-practice/case-studies/

- Co-production Network for Wales: Knowledge Base - https://info.copronet.wales

- 100 Stories from Scottish Co-production Network - http://www.coproductionscotland.org.uk/learning/section/100-stories/
Contact

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