

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

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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?

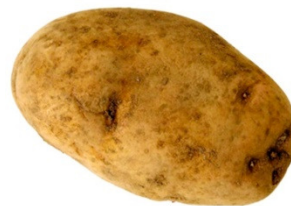
“It takes two – professionals and communities”

"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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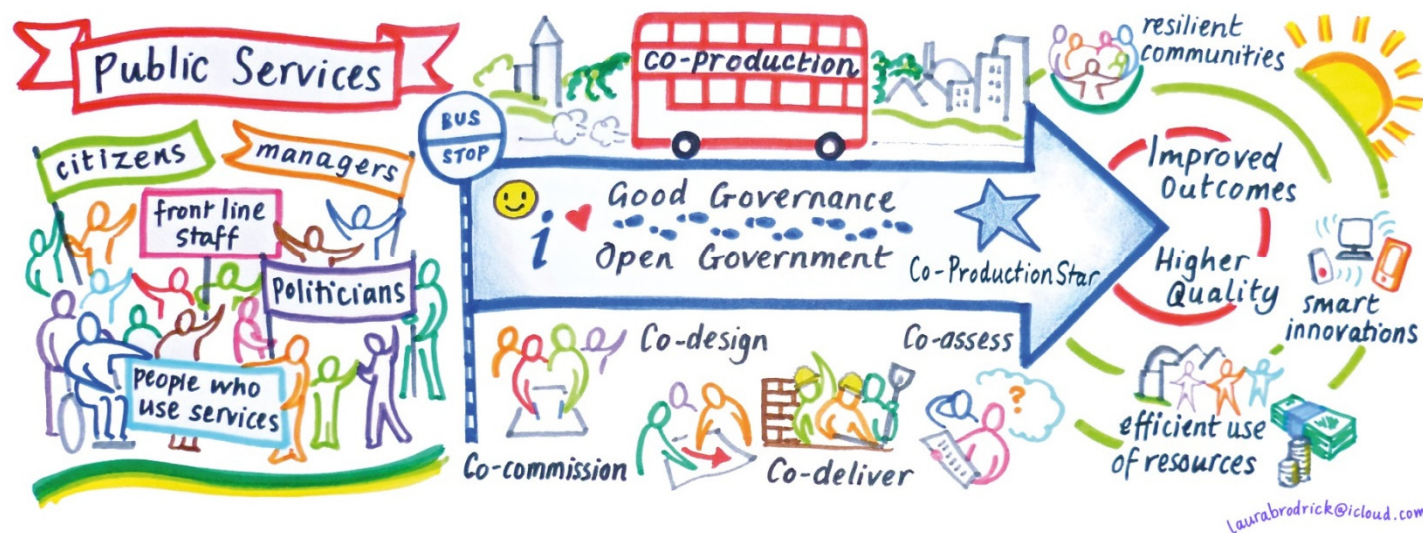
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Distinctive principles of co-production

- Citizens and staff are **active contributors** bringing together their skills and expertise.
- **Collaboration** – ‘doing with’, not ‘doing to’.
- Achieving **outcomes**, not just delivering services.



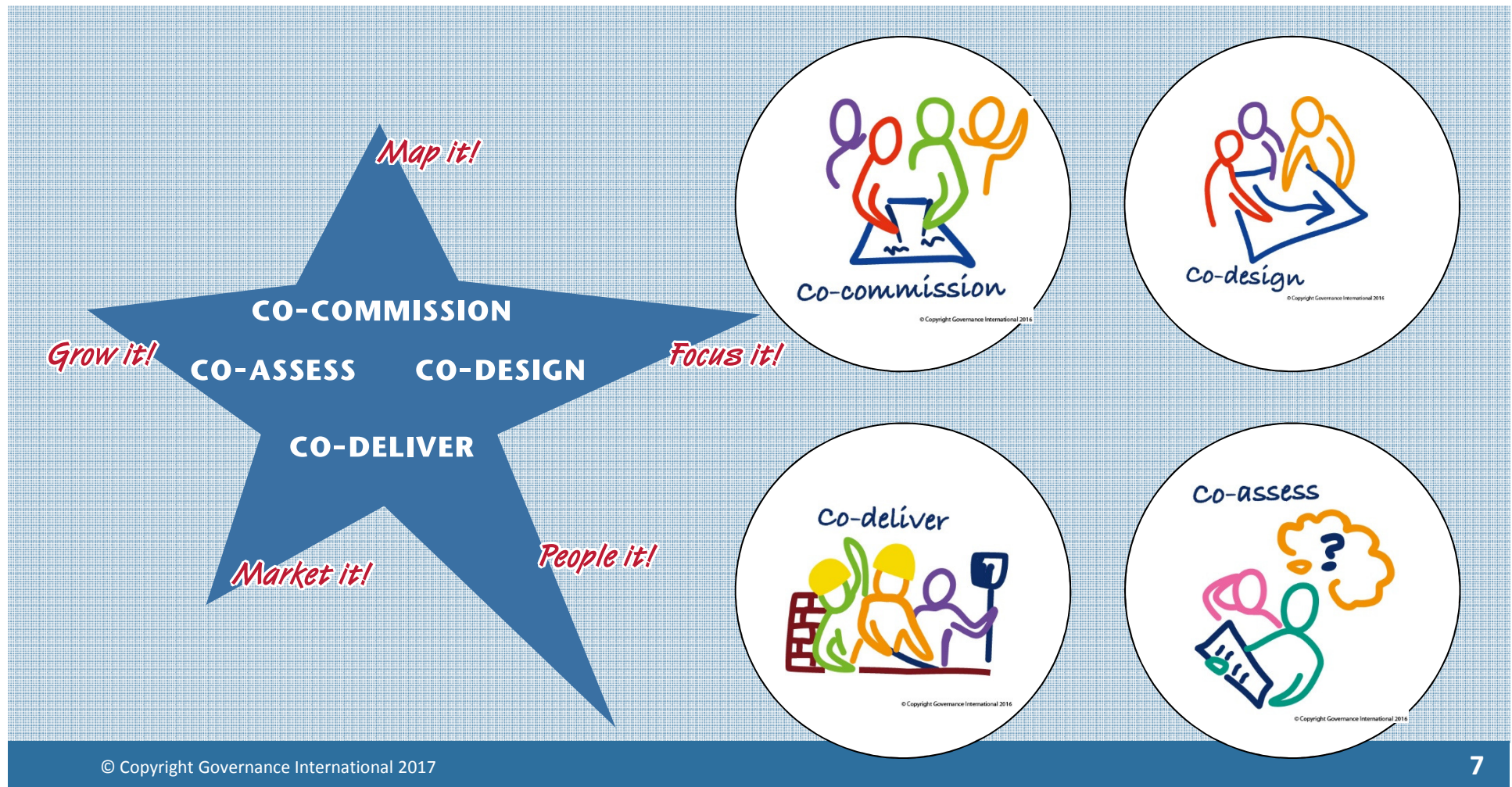


What is and isn't co-production of public services

| 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**

Case: Co-commission (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)**



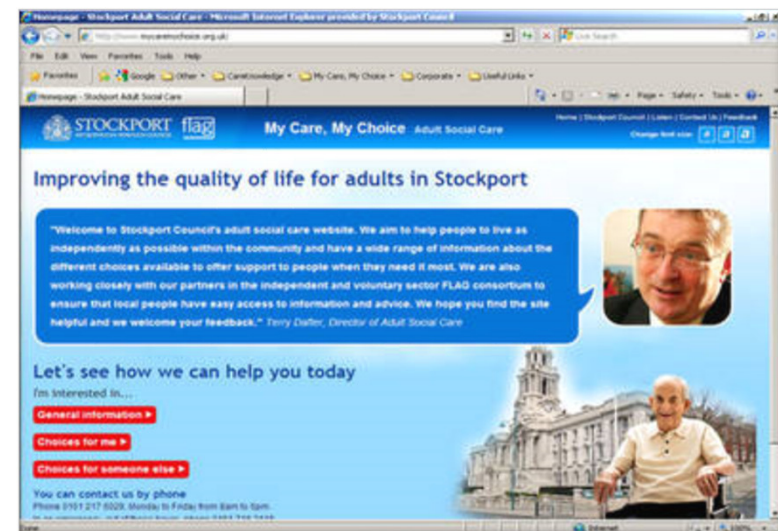
CO-DESIGN: Stockport Council social care

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>

<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 (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'**





CO-DELIVER: 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:

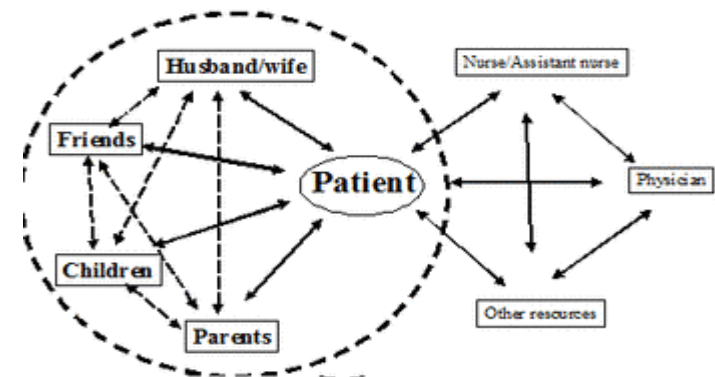
Number of in-patients fell by 48% over 1998-2005

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-ASSESS: Complaints management in LB of Camden



The image shows a screenshot of a tweet on the Twitter platform. The tweet is from the user 'simon_redfern' (Simon Redfern) and is dated '3:21 PM Feb 2nd from Tweetie'. The tweet text reads: 'Why is Russell Square locked? Bit mean spirited of LB Camden isn't it?' followed by a link to a tweet picture: 'http://twitpic.com/1aspg'. The tweet interface includes the Twitter logo, navigation links (Home, Profile, Find People, Settings, Help, Sign out), and a star icon for favoriting.



The image shows a screenshot of a Twitter post. The top navigation bar includes the Twitter logo and links for Home, Profile, Find People, Settings, Help, and Sign out. 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". The tweet is timestamped "4:58 PM Feb 2nd from web in reply to simon_redfern" and is from the account "camdentalking" (Camden Talking), which has a green recycling logo.



The image shows a screenshot of a Twitter post. The top navigation bar includes 'Home', 'Profile', 'Find People', 'Settings', 'Help', and 'Sign out'. The tweet is a reply from the account '@camdentalking' (Camden Talking) to '@simon_redfern'. The text of the tweet reads: '@simon_redfern Hi, all Camden parks are open today. Sorry for any inconvenience'. The tweet is timestamped '9:54 AM Feb 3rd from web in reply to simon_redfern'. The profile picture for @camdentalking is a green recycling symbol.

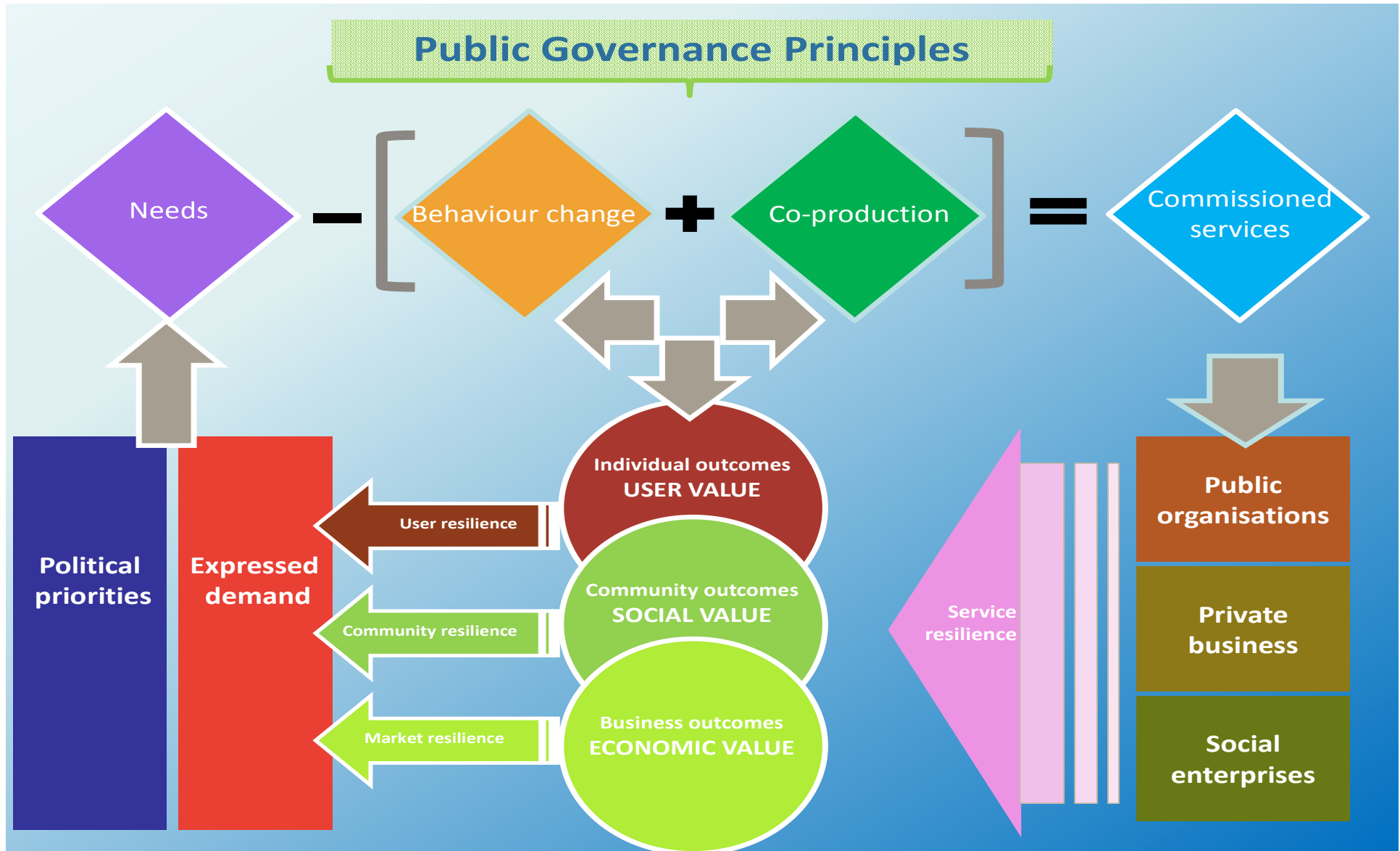




The image shows a screenshot of a Twitter interface with four overlapping windows. The top window is the most prominent, showing a reply to a tweet. The reply text is: "@camdentalking hello I am super impressed with this. Am going to blog about how brilliant you are!". The user is identified as "simon_redfern" (Simon Redfern). The tweet is timestamped "2:06 PM Feb 4th from TweetDeck in reply to camdentalking". The Twitter navigation bar at the top of the window includes "Home Profile Find People Settings Help Sign out".



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





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)



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Achieving citizens outcomes

Which outcomes do we want co-production to enable?





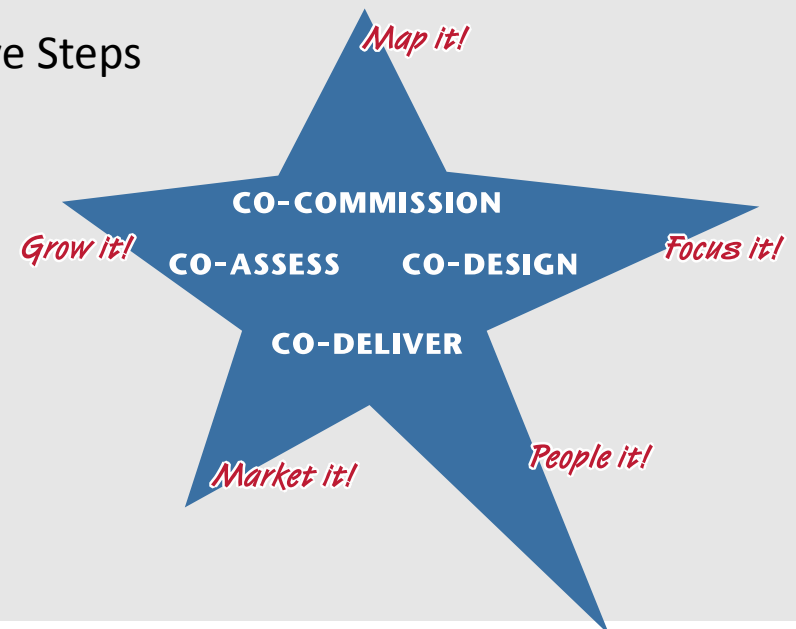
Dimensions of barriers to co-production

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 |



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!



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