The Way Ahead Co-production report

Content:

Executive Summary

"Co-production is where Londoners work with those in power, and each other, in a way in which all voices are heard equally in developing a shared understanding of need and in crafting solutions to make London a better place." Pragmatic Coproduction, The Way Ahead

The Way Ahead report was published in April 2016 and set out proposals for strengthening the system of support for civil society in London. The report included a central focus on the idea of 'pragmatic co-production' - that communities should be directly engaged in the tasks of identifying needs and opportunities, and designing and delivering services or other forms of social action to address needs and realise opportunities.

In reality, coproduction is easy to say but much more difficult to achieve in practice. This is why taking a pragmatic approach is sensible as it's not realistic to expect that all Londoners can be directly involved in everything that affects them. Equally in taking coproduction forward we need to be mindful of inequalities and how this can affect people and communities' ability to engage with the agenda. Coproduction as a term is largely unknown by most Londoners therefore there needs to be a robust and smart communications and engagement approach going forward that doesn't leave people feeling left out or not around the table. For example, the publicity material developed for the Way Ahead needs to be developed in ways that bring people in rather than exclude, particularly in relation to equalities groups who often find themselves on the outside trying to get in.

To explore coproduction and how it can help support civil society in London, a Coproduction Working Group was established made of people from a range of different organisations including; national and local charities, local CVSs, volunteer bureaus, and council officers. This working group set out to develop recommendations which are summarized below. These are recommendations but in fact, if we are serious about taking forward coproduction then we need to find ways that agencies, organisations, people and communities can offer their own thoughts about how we can together make the most of coproduction as a method to get the best results for Londoners, particularly those that are worst affected by inequality and disadvantage during this time of austerity. Similarly we need to focus on supporting local people and communities to engage with coproduction that makes sense to them and makes them feel valued and at the heart of discussions.

This report summarises some of the best examples of coproduction happening in London already – there is a lot we can build on and learn from. Nesta and the New Economics Foundation have done a lot of work on the definitions of coproduction as well as the barriers. What was most striking from their 2010 report titled: '*Right here, right now: taking co-production into the mainstream'* was the mismatch between the paternalistic implementation of the welfare state and the core of coproduction - which is that people's needs are better met when they are involved in an equal and reciprocal relationship with professionals and others, working together to get things done. Nesta states:

> *'It is the dysfunctional relationship between the state and the people who are supposed to benefit from state-funded services. This has three dimensions. First, there is the perceived and actual distance between 'providers' and 'users', with different meanings, status and values attached to each category – and a strongly implied inequality of worth. Accordingly, providers are supposed to have power, knowledge, skills, and capability to act effectively, while users are assumed to have little or none of the above. Next, there is the often lamentable waste of human capacity by services that are neither designed nor delivered in ways that tap into the abundant and priceless resources that 'users' have at their disposal – both as individuals and as members of groups and networks. Thirdly, and most importantly, the main effect of putting distance between 'providers' and 'users' and neglecting human capacity is to make people weaker rather than stronger, more isolated and divided from each other, more dependent rather than more resourceful, and more at risk of ill-being and distress. This is the very reverse of what we all need our welfare system to achieve: a strong and cohesive society where human resources and inventiveness flourish and grow, where inequalities dwindle and well-being for all steadily improves'.*

Going forward The Way Ahead should take a co-productive approach in all it is doing. This means involving public bodies, charitable organisations, and local communities in ways that are meaningful to them. That is, we should not be saying what other people should do. Rather we should use this opportunity through the Way Ahead to demonstrate as civil society organisations that we are committed to coproduction by being leaders ourselves rather than expecting others to change or do things differently.

What is key going forward is that a culture and infrastructure is established across London to make coproduction the norm rather than the exception. To make co-production the norm in London we recommend the following happens:

1. **That there is a detailed assessment of the utilization of coproduction in the delivery of public services across the capital so that there is a fuller understanding of the value that coproduction approaches can play in making London a more equal and empowered society. Part of this should include an assessment of the role that infrastructure can play in supporting co-production at a local level**

2. **That efforts are made to create a new narrative and a coproduction 'movement' across sectors which galvanizes existing good practice, supports peer to peer learning which in turn supports the development of new approaches, and where possible puts local people and communities in the lead. There needs to be a group established that drives forward system change through the mainstreaming of coproductive approaches. Any such grouping needs to include those that need to change their practice as well as those people or communities that coproduction is looking to work for – for example equalities groups at a regional and local level need to be part of such a group.**

3. **That coproduction guidance is created (utilizing existing guidance already developed in e.g. Health and Social Care sectors) to help people & communities and those in decision making positions better understand the value of coproduction as well as practical toolkits which support people at all levels to undertake coproduction. Such guidance needs to spell out the different levels of coproduction and what achieving the 'gold standard' of coproduction looks like in practice**

4. **That resources need to be made available facilitate the exploration and implementation of coproduction at a local level and regional level, recognizing the existence of differential/conflicting objectives and the need for re-alignment towards common goals.**

We provide more detail about our recommendations in Section 4.

We would like to thank the members of the coproduction working group (see APPENDIX 1) who have given their precious time to help create a document which sets out the start of a new narrative and journey which will ultimately make London a stronger, fairer society. We urge you to join us in making coproduction a reality across all areas and services in London.

SECTION 1: Introduction

Coproduction is as important to residents, voluntary and community organisations, Councils and health services as it is to businesses, regeneration agencies. Coproduction as an approach is applicable at many different levels so long as the ultimate outcome is the empowerment of people and the unlocking of assets within people and communities. Coproduction requires commitment from the very top – the best co-productive methods involving the relinquishing of power and assumptions about what works best. Instead what we found works is when there is a clear commitment to seeing what local people think and can do rather than assumptions about what is best for them. Coproduction is not an easy fix but the potential rewards outweigh any resources or time taken to do it properly.

The co-production working group found excellent examples of co-production in the capital, across the country and also internationally. However co-production is not being implemented in a strategic or systematic way across all areas of social policy and public service delivery. Coproduction is also not very well understood in the main with many misconceptions about what it is and how it can be applied.

What we mean by coproduction is the co-design and delivery of services and programmes by service-users and communities who are 'experts by experience'.

The Way Ahead provides an opportunity to promote the importance of co-production as a tool to ensure that services are co-designed by those they seek to support and to utilize infrastructure across London to make co-production the norm rather than the exception in a way that people can understand, engage and get the desired results.

Local authorities, CCGs and public services more generally are increasingly looking to pool budgets to deliver services more effectively and efficiently to local residents – this provides an opportunity to embed coproduction in service re-design. The Working Group found evidence that some areas have adapted co-production approaches in some of their service redesign but this is not systematically done across Local Authority areas with many still using traditional resident/provider/service user engagement methods rather than 'real' co-production using an asset based approach. This could be for many reasons – for example: lack of understanding of co-production within the public sector; lack of evidence of its effectiveness; lack of resources; or lack of political will or willingness to 'lose' control/power'. We asked respondents to our survey to outline what areas of public service policy coproduction should be targeted at. These include:

- Mental health recovery, psychological support and improving community services for those with MH problems
- Care planning for disabled people
- Children's health and wellbeing, including children's and adolescent social care and early help, and tackling child poverty
- Provision of supported housing
- Reducing use of A&E by non-social care users
- Reduce social isolation, building people's positive mental wellbeing, building people's skills
- Community Safety and Social Cohesion

Coproduction offers the opportunity to rethink how we are approaching key issues in the capital. For example there are currently 500+ anti-knife crime initiatives, campaigns and organisations in London alone. In tandem with a dire shortage of funding at a community level, a culture of competition instead of collaboration and coproduction, prohibits the implementation of community-led solutions to one of the most serious community safety issues facing London.

SECTION 2 – What is coproduction?

2.1   What is meant by co-production?

Co-production is not consultation but a way of realizing the assets that local people and communities have in delivering solutions to London and the nation's problems. It's about delivering better public services by ensuring that there is an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Co-production is not a 'new alternative to public services but a way of transforming it and making it effective, affordable and sustainable' ('*Right here, right now: taking co-production into the mainstream. NESTA/NEF (2010)'*.

The Working Group found that there are a wide range of models and methods for coproduction and an even wider range of situations in which they may be applied. While there are broad principles, solutions are specific and have to be evolved with and by those concerned. There are few prescriptions. We found from our online survey that there are different interpretations of what coproduction means. We were also informed by the Way Ahead Conference in November 2016 at which there was a coproduction workshop for interested parties (findings from this are in APPENDIX 2).

We looked at a range of published definitions of coproduction. One of the most useful and clear was developed by Nesta and the New Economics Foundation (NEF) back in 2010. Nesta and NEF outlined six elements which should be the foundation stones of co-production. What is immediately clear is how much these definitions overlap with each other.

1. Building on people's existing capabilities: altering the delivery model of public services from a deficit approach to one that provides opportunities to recognise and grow people's capabilities and actively support them to put them to use at an individual and community level.
2. Reciprocity and mutuality: offering people a range of incentives to engage which enable us to work in reciprocal relationships with professionals and with each other, where there are mutual responsibilities and expectations.
3. Peer support networks: engaging peer and personal networks alongside professionals as the best way of transferring knowledge.
4. Blurring distinctions: removing the distinction between professionals and recipients, and between producers and consumers of services, by reconfiguring the way services are developed and delivered.
5. Facilitating rather than delivering: enabling public service agencies to become catalysts and facilitators rather than central providers themselves.
6. Assets: transforming the perception of people from passive recipients of services and burdens on the system into one where they are equal partners in designing and delivering services.

2.2   What are the barriers to coproduction?

NESTA and NRF identified four barriers to coproduction:

1. **Commissioning co-production activity** - Co-production can be awkward for funders and commissioners, who tend to look for specific objectives and pre-determined outputs generated from a narrow range of anticipated activities and measured by a limited set of indicators;
2. **Generating evidence of value** – Co-produced services can incur costs in one service area and yet produce benefits in many others, which can act as a disincentive to commissioners. Their effects are often long-term and complex, making them relatively difficult to assess and measure;
3. **Taking successful co-production approaches to scale** - Taking co-production into the mainstream is made much harder because of the in-built bias in public services to the incumbent delivery model; and
4. **Developing professionals' skills** - Co-production practitioners require a particular mix of skills. These include being able to see and harness the assets that people have, to make room for people to develop for themselves, and to use a wide variety of methods for working with people rather than processing them. They suggest a significant shift away from a culture of 'caring for' to a culture of enabling and facilitating, but the skill-set must also be able to change systems and operate on a large scale. And, while professional expertise is vital, it can never replace the knowledge that comes from personal experience.

The working group also added the following additional barriers:

1. The **lack of resources** at a local level to enable coproduction which means that not everyone can get involved. This is particularly true of communities of interest who may not have the capacity to engage or follow through on co-productive approaches. Coproduction doesn't necessarily have to be resource intensive but to harness the skills and lived experience of communities requires those communities to be in a position to be able to engage and deliver where needed.
2. The **lack of understanding** about coproduction at all levels and the terminology used – there are many different approaches and interpretations. Most Londoners won't appreciate or understand coproduction as a term. To combat this there needs to be an agreed definition of what we mean by coproduction that works for everyone and one which is simple and easy for Londoners to engage with otherwise it will become a hindrance in itself as no one will understand it.
3. The **lack of a strategic approach** to coproduction so that it can become mainstreamed as an approach as opposed to operating on the periphery of public services. What is needed is dialogue with decision makers to see how they can ensure that coproduction is the norm not the exception. This will require leadership and commitment from government, funders and commissioners.

2.3   Who are we trying to influence with our findings?

Coproduction should become the norm and as such is important to everyone. In taking forward the Way Ahead we need to focus our thinking on who we are trying to influence with this report. Below is a list of people who we think coproduction is most useful to:

1. Residents and volunteers who want to play a bigger role in their local community
2. Public sector chiefs and service managers who want to deliver services that better meet the needs of residents and utilize the assets within communities and people
3. Commissioners and funders who want to ensure that they are investing in ways which utilize local assets rested within people and communities
4. Politicians, and decision makers who are committed to empowering and giving their residents a greater say in their local area
5. Local infrastructure organisations and the wider third sector who want to galvanise the assets within local communities.
6. Businesses who are socially minded and want to work with local communities and residents in new ways
7. Regional London government and agencies who want to ensure that their large scale plans reflect the needs of grassroots communities.

## 2.4   Coproduction at a London wide level

One of the members of the group, David Wilcox (with Drew Mackie), drew a diagram and provided theories which help to explain the complexity of coproduction at the London-wide level – it demonstrates the complex nature of relationships needed for coproduction to take place:

He concluded that:

- The Way Ahead **involves everyone** - citizens, groups, organisations, public and private sectors - in activities that are far more cooperative and collaborative
- This will involve **new levels of understanding** about needs, interests, assets
- It will involve **new methods and processes** for cooperating and collaborating and the attitudes to put these in place

What's missing from the current Way Ahead strategy is

- a framework for thinking about the new model of civil society being proposed, presented in terms that all stakeholders and interests - including citizens - can understand
- Suggested methods and processes for change that stakeholders can adopt
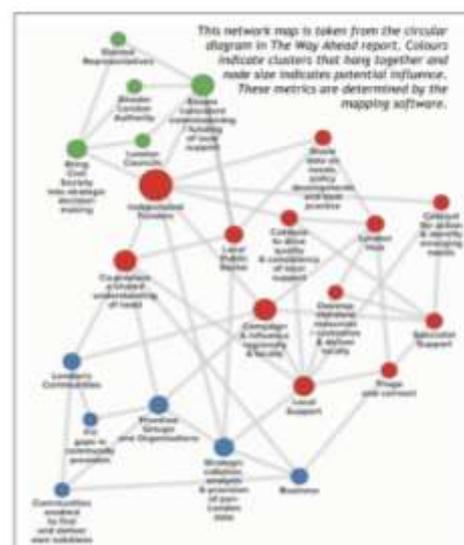
The Way Ahead can't be imposed from above. Change will only come about if individuals, communities, groups, organisations make the change themselves. This will involve processes of exploration, experimentation and learning. The future cannot be invented solely on the basis of what has worked in the past. The civic infrastructure of the 19th and 20th centuries was shaped by the then new technologies of electricity, telephony and broadcast. The dominant technology change is now the Internet.

Co-production is most usually used to describe the way that service providers involve service users in design and development. However, we are here dealing with the way that communities (however defined) can express local needs and shape change in various ways; the different individual, group and organisational roles within that; the part that business plays; the ways that funders influence change, the changing role of the public sector. It includes not just design and delivery of services, but also campaigning and social action.

Figure 1: User and professional roles in the design and delivery of services

		Responsibility for design of services		
		Professionals as sole service planner	Professionals and service users/ community as co-planners	No professional input into service planning
Responsibility for delivery of services	Professionals as sole service deliverers	Traditional professional service provision	Professional service provision but users/communities involved in planning and design	Professionals as sole service deliverers
	Professionals and users/communities as co-deliverers	User co-delivery of professionally designed services	Full co-production	User/community delivery of services with little formal/ professional
	Users/communities as sole deliverers	User/community delivery of professionally planned services	User/community delivery of co-planned or co-designed services	Self-organised community provision

Source: Adapted from Carnegie Trust (2006), 'Commission for Rural Community Development – Beyond Engagement and participation, user and community co-production of services.' By Tony Bovaird, Carnegie Trust.

SECTION 3 - Examples of coproduction good practice

3.1   Co production examples submitted

We ran a survey monkey online questionnaire in Feb/March 2017 to gather examples of good practice from the third sector and public sector. We also invited members of the co-production working group to provide examples too. Not every example meets all the principles of coproduction but this section gives you a flavour of what is possible.

We would like to thank everyone who submitted examples of coproduction as part of the online questionnaire. We had a number of responses submitted. The examples varied greatly – some projects were genuinely led by local people whereas others used some aspects of coproduction but were actually about doing things for people rather than being led by them which we would argue is a watered-down version of coproduction. We also asked people to tell us what areas of health or social policy should co-production focus on. These can be summarised as follows:

- Mental health recovery, psychological support and improving community services for those with MH problems
- Care planning for disabled people
- Children's health and wellbeing, including children's and adolescent social care and early help, and tackling child poverty
- Provision of supported housing
- Reducing use of A&E by non-social care users
- Reduce social isolation, building people's positive mental wellbeing, building people's skills
- Community Safety and Social Cohesion

List of examples submitted

Hackney Play Streets
Hackney Play Association (HPA) wanted to influence parents and to increase opportunities and confidence of parents to enable their children to play outdoors more often. They supported the development of Hackney Play Streets which is a resident-led initiative. Residents who want to organise a play street contact Hackney Play Organisation who then provide support including information, resources, publicity, help with local consultations, advice and guidance, but residents organise the play street themselves. Parents, children, HPA staff and Hackney Council officers are involved in the process. Residents in 44 streets in Hackney have now taken part, reaching over 2,000 children. Hackney Play Streets empower individuals and local communities by enabling residents to get to know each other, increasing community cohesion and bringing people together around the common aim of providing an enjoyable opportunity for children. Individual play street organisers gain confidence and self-esteem from organising play streets and greater skills and knowledge about how to support children's play. Hackney Council's Street Scene department engaged very positively to support the scheme and have worked closely with HPA to make the process of applying for play streets as straightforward and accessible as possible. The driver for Hackney Play Streets is that parents like to see their children having fun and enjoying playing outdoors with their friends.

Islington Personal Budgets Network Community Interest Company (IPBN) www.ipbn.co.uk
The IPBN was established to ensure that people who get services are treated as equals by the people who provide services and to help people understand and make the most of the services they receive. The IPBN began as a steering committee coming together to discuss difficulties with the services they were getting. Through peer support members supported each other with their issues. The group worked with the local council to help raise awareness of common difficulties. A Chair of the committee was elected and co-production began. At the June 2013 IPBN network meeting, Islington Council Adult Social Care introduced Making it Real. Making it Real is a framework about transforming adult social care. It sets out what people who use services expect to see and experience if support services are truly personalised. From the beginning Making it Real Islington was co-produced. The co-chairs, Sandy Marks, Chair of the IPBN and Simon Galczynski, Director of Adult Social Care in Islington worked together as equals. The six themes within the framework were explored and developed working with local organisations and Experts by Experience. Experts by Experience are people who have lived experience and use or have used health or social care services. The Making it Real Islington Programme ended in March 2016. The final evaluation of the programme is here https://www.islington.gov.uk/social%20care%20health/Making%20it%20Real

The IPBN became a Community Interest Company (CIC) to continue the legacy and learning of the Making it Real programme. Funded by Islington Council the IPBN CIC is developing a Centre for Inclusive Living (CIL) in the borough.

Empowering Parents in Kensington & Chelsea through the Parents Reference Group www.kcsc.org.uk
Back in 2014 the Council announced, following a survey that took place in the summer of 2014 with parents, that they were going to tender out the council's after school play service. This caused enormous upset with parents claiming that a survey which took place in the summer holiday when many families are away was unfair and not representative. The situation became worse as parents learnt that play workers from within the council could potentially lose their jobs as many of them were held in such high esteem by parents. The council approached Kensington and Chelsea Social Council (KCSC) to see if we could act as a bridge between the parents and the council by setting up and running a Parent Reference Group. The Parent Reference Group now helps local parents to influence of how services are commissioned locally, with some parents involved in evaluating which providers are chosen to deliver services.

Young Peoples Stop and Seacrch Monitoring Group
After the riots in August 2011, members of the local community asked Hackney CVS to facilitate conversations between young people and police. They set up monthly meetings with the police and young people sitting in room as as equals which led to a reduction in the volume of stop and searches and an improvement in the quality of stop and search interactions. Young people were able to change the behaviour of police in the borough which has improved police/community relations. Young people are now paid sessionally to provide workshops and advice to their peers around how to conduct themselves during a stop and search encounter and what their rights are.

Parental Support in Enfield
Enfield Voluntary Action worked with Enfield Children's Services to involve parents so that they could understand their role in the education of their children. Enfield Voluntary Action were aware of the need and gaps in provision through their co-ordination of the Supplementary Schools Forum. They worked with the Enfield Home-Start, the Children's Centres staff and parents and attended some stay & play sessions. Parents were asked to evaluate the provision and to identify what they needed to support their children. The Children's Centre staff advised them about their needs in terms of engaging with parents and accessing 'the parent voice'. Enfield Voluntary Action developed an 8 week course which covered a range of topics to help parents with the care of their children, including play, safeguarding, community networks. The second part of the process was to equip the parents with the skills to take over and run their own stay and play groups. The process worked because all the key people were involved and there was continual evaluation. Now permanent friendships have been made and parent participants have a commitment to maintain the support service they have helped to establish.

User Voice charity www.uservoice.org
User Voice is a charity run by ex-criminal justice system services users - it was founded in 2009 by Mark Johnson, an ex-offender and former drug abuser. User Voice believes strongly that only offenders can change their behaviour. As a group of ex-service users they work to influence public bodies such as the courts, the police, and youth offending teams. They recruit new members from prisons for example. User Voice builds the structures that enable productive collaboration between service users and service providers. They try to change the perceptions of those in power. They provide User Voice Councils for example as a platform for service users to have a voice. They have been developed for use within prisons and in the community for probation, youth offending teams and other related services. Their democratic processes enable voices to be heard and focus on collective challenges and solutions. They work across the country in places such as Kent, Sussex and Manchester and have published many of their consultations and co-production processes online **http://www.uservoice.org/about-us/our-services/consultations/**

Newham ESOL Exchange www.aston-mansfield.org.uk/newhamesolexchange
Newham ESOL Exchange is a network of people from the voluntary and statutory sectors who have contact with ESOL (English for Speakers of Other Languages) learners. Running since 2007 they meet every two months to share news and discuss issues important to ESOL provision. In the past year they have looked at:
- How the refugee and migrant system works in the UK
- Learning how to learn, focusing on non-literate learners
- Developing online resources for ESOL tutors and learners
- The refugee crisis – working together to provide supportive pathways

Network members have created tools to help improve ESOL learning pathways e.g. Genesis Housing wanted to run ESOL classes and were helped by the network members to develop classes which were relevant and well attended. Also during Refugee Week, network members gave advice to frontline reception staff about how to work with clients with poor English language skills. Co-production has created opportunities for the group's members and has helped to break down barriers.

Vision for Young Londoners
Partnership for Young London developed a new Vision for Young Londoners because they felt that there was a lack of youth policy nationally which was impacting negatively on resourcing available to support young people. http://www.partnershipforyounglondon.org.uk/influence/ They brought young people, voluntary and statutory providers, regional policy leads, housing providers, the cultural sector and sports organisations to develop cross-regional collaboration and influence youth policy. This will be refreshed in Feb 2017 with over 100 organisations and young people coming together to identify the priorities, develop collaborations and take forward a collective impact model for the region. The process highlighted key issues such as the cost of living, the mismatch between education policy and employment requirements, and social integration. The work has led to increased awareness of how we move past collaboration into collective impact; increased profile about the needs of young people across the region; and improved cross sector work.

Homeless filmmakers at St Mungos
Funded by City and Hackney CCG, SPICE supported four St Mungo's hostel residents to make a film, 'My Health: My Story', a short documentary about what it's like to be homeless in Hackney, and the challenges accessing support. These hostel residents from Mare Street Hostel earned Time Credits for planning and filming the mini-documentary. They shared their personal health experiences, and filmed their own ideas for what could help others in a similar situation. They filmed each other's stories and ideas, and fed into the final edit. They focused on the barriers, as well as what advice they'd give others, and what they think could help overcome these challenges. The CCG were really interested in the recommendations shared by the residents. It also led to the project working with the NHS Community Voice team to run a special 'Health and Homelessness' event in Hackney for people affected by homelessness, to raise awareness about local services and get people's views and experiences on local health services. St Mungo's is also now looking at the film as a training tool for staff on supporting clients' health. SPICE featured the video in a blog, and were also able to have the film featured on the free postcode lottery site, which has now led to over 16,000 views, and many comments from the general public who have commended the film. http://www.justaddspice.org/blog/health-story-challenges-facing-hackneys-homeless

Homerton Improvement Patients Discharge Group
This group was developed out of Healthwatch Hackney patient and public interviews on hospital discharge which showed persistent problems with discharge processes. The local CCG funded the hospital to fund Healthwatch to facilitate a group of patients to carry out a comprehensive 6 month review of discharge. Patients ran the group and interviewed a range of hospital staff and also carried out enter and view visits of the discharge lounge and pharmacy. Patients were able to develop a real sense of the challenges of discharge and the staff demonstrated good engagement with the group. As a result the group felt they were able to get a good understanding to propose realistic improvements in discharge. The coproduction worked because the patients engaged long-term with the group and the hospital supported the group by providing space and ensuring their staff attended the group's meetings. This co-productive approach worked because of the commitment of patients and hospital staff to have comprehensive discussions about the challenges they collectively faced with discharge. The key challenge was ensuring the group had sufficient time and appropriate timely information to ensure they could properly scrutinise staff. The recommendations developed have been incorporated into the hospital discharge improvement quality plan. The Group felt very positive about the work with the hospital.

Our Place, developed by Volunteer Centre Hackney (VCH) is a project delivered on the New Kingshold estate with local residents coming together, to share their skills to design and deliver their own services to meet local needs. It was started 3 years ago, at the same time as the launch of the Hackney Health Hub, to ensure that local people were contributing to both development of and engagement with the service. VCH were invited by Southern Housing Group to run the project, as they are the biggest social landlord in the area, and they wanted the Health Hub to have resident involvement as this was not included in the delivery model.

Our Place estate programme
Our Place, developed by Volunteer Centre Hackney (VCH) is a project delivered on the New Kingshold estate with local residents coming together, to share their skills to design and deliver their own services to meet local needs. It was started 3 years ago, at the same time as the launch of the Hackney Health Hub, to ensure that local people were contributing to both development of and engagement with the service. VCH were invited by Southern Housing Group to run the project, as they are the biggest social landlord in the area, and they wanted the Health Hub to have resident involvement as this was not included in the delivery model. Our Place is now a thriving independent project that results in new activities being delivered on the estate by local people themselves. Residents are of all ages and backgrounds, and so the project crosses multiple community barriers. VCH staff attract new residents, facilitate connections between neighbours and provide training and support to enable people to deliver what they want to do.

Activities are based at both the community centre (with Hackney Council's permission), and also at a residential flat on the estate donated by Southern Housing, where weekly coffee mornings are held, discussions and group training. The biggest key to the project's success is the residents who bring in new people, come up with all the ideas for activities themselves, and who understand the gaps in service and what issues need tackling. Activities include a family holiday group to plan shared outings during the school holidays, a 6-week women's self-development course, a weekly arts and crafts group during which residents discuss their problems and signpost to appropriate services. The main outcomes of the project are the links that people make and the support they provide each other. The activities that residents deliver are enjoyed by many and have their own specific benefits e.g. gardening or CV workshops. Many residents who were previously isolated, and have now made new friends, and a supportive network. Many have mental health support needs, while others need support to find employment, deal with loss or ill-health, or have literacy difficulties. They provide each other with support to engage with agencies e.g. domestic violence support and the Citizen's Advice Bureau for debt management advice, build each other's confidence through encouragement, and help each other to identify and share their skills. Residents have said they feel a much stronger connection to their area and now feel more confident to apply for jobs or start their own business.

3.2 Co-production in London and the UK – an overview drafted by Sandra Beeton (working group member)

ABCD Asset Based Community Development Nurture Development, Cormac Russell
Ideal: It's about having a life, growing free space and deepening democracy. **Not** about creating citizen-led 'services' or alternatives to mainstream services, but supporting regular people to live interdependent lives and to grow powerful civic action.

Methods/Techniques

Community Connectors/ Asset Mapping: Croydon Social Recovery 2013: CVA Croydon identified 77 connectors who were responsible for initiating 77 community projects, 60 received match funding and 17 of which relied solely on community assets over 3 years. This was followed by Participatory Budgeting 2015 – delivery by Locality Community Organisers. Community Organisers Ltd (COLtd) recently announced securing a major £4.2m contract from the Office of Civil Society, to expand the movement of Community Organisers from 6,500 to 10,000 by 2020.

Volunteering and Timebanking
Spice and Timebanking UK are extensively engaged in volunteering mapping and networking across London, however the full extent of Pan-London coverage (and any gaps) is unknown

Participatory Budgeting Lambeth 2010: Your borough, your budget, your choice - allocated £250,000 to a number of community led projects. Hackney CVS utilized a PB approach so that older people could choose which social isolation projects they wanted as part of a £2m investment of Big Lottery Funding from the Ageing Better Programme in the borough.

ABCD is widely applied by **Policing & Crime Commissioners** (Durham, Northamptonshire) given the extensive criminal justice system[1] volunteer base.

Throughout Scotland ABCD is the prime vehicle for delivery of Community Engagement plans, focused on capacity building and empowering citizens.

RSA Connected Communities (Lottery): Social Networks and Wellbeing 2010 – Newham New Cross Case Gate (at end of New Deal 10 year regeneration). Social and organisational network mapping of local areas by surveys and interviews to build the social capital of isolated elderly people in the area, to inform locally-owned, embedded community development strategies.

DCLG - Delivering Differently in Neighbourhoods 2015 24 local authorities redesigning services to deliver at neighbourhood level, working in partnership with local people and organisations. This follows previous programmes of Delivering Differently for Local Authorities and Delivering Differently for Young People.

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[1] Safer Neighbourhood Boards/Panels, Ethics, Transparency and Audit Panel (ETAP), Neighbourhood Watch, Special Constables, Independent Advisory Group (IAG) members, Crime Prevention Panels, Appropriate Adults, Youth Support (cadets), Magistrates, YOT Panel Members

Croydon - Redesign meals on wheels services into neighbourhood community meals services which utilise existing community resources and address wider social needs such as isolation and loneliness.

Lambeth - Devolution of management of parks to the community.

Local Area Coordination Council led, long term, integrated, evidence based approach to supporting people with disabilities, mental health needs, older people and their local community. (23 Local Authority Areas inc. Thurrock, Derby)

Integrated Personal Commissioning - Tower Hamlets 2015 plus 7 areas outside London
In *place-based systems of care* initiatives have often focused on how different organisations can work better together. But service users and public engagement in developing system-level plans are often lacking.

The Integrated Personal Commissioning (IPC) programme – a partnership between the Local Government Association and NHS England – has been **working to integrate health, care and education services around people rather than organisations**. IPC focuses on individuals' needs along with the community and peer support available to build their confidence and skills for self-managing long-term conditions. It enables health and care conversations around what is important to individuals, and seeks to offer choice and control through widening access to integrated personal budgets and developing more options to help people achieve their goals.

Barnet commissioned asset mapping of VCS organisations and volunteering support by Groundwork. Groundwork are also operating in other boroughs – details unknown

Think Local Act Personal (TLAP) - a national partnership of 50 leading health, care and housing organisations to transform public service delivery to promote people's independence and wellbeing through personalisation and community-based support

Islington Youth Offer 2013 - focuses commissioning on the change that will occur as a result of particular activities and interventions. 'Outcome' defined as Social and emotional 'Capabilities': Confidence and Agency, Communication, Planning, Relationships, Creativity, Resilience, Managing Feelings. Change Model – Children and Young people

Communities for Youth Justice (AOPM) Barnet – Volunteers recruited by local authorities (not Police) to deliver restorative justice for support of young offenders in the community across England and Wales

Circles of Support and Accountability (Camden) – for learning disabled young people and adults engaged in sexually harmful behaviour - UK wide. Local volunteers provide support and challenge to individuals engaged on a voluntary basis

Restore - MOPAC commissioned restorative justice service for delivery by community volunteers, to victims and offenders participating on a voluntary basis, commencing April 2017

Co-production Network for Wales - launched in May 2016. The project is funded by the Big Lottery for three years and is a partnership between Co-production Wales, WCVA and the project host Cartrefi Cymru. Their collective aim is to help transform public services by embedding co-production as the primary approach to commissioning, design, delivery and evaluation in Wales.

3.3   Co-production internationally - an overview drafted by Rebecca Clarkson (working group member)

'There is no agreed definition of co-production, but we must still be careful how we use the term. For example, the Australian post office recently used the term to describe the way people lived up to their responsibility to put the postcode on their letters. This is not co-production in the sense that we mean it here.' From the chapter 'What co-production *isn't'* in
http://assetbasedconsulting.co.uk/uploads/publications/The_Challenge_of_Co-production.pdf

This is a collection of case studies from Governance International http://www.govint.org/good-practice/case-studies/ which covers co-production in countries such as Italy, Denmark and Germany, as well as some UK examples

This abstract considers the co-production of knowledge in Cape Town:
http://online.liverpooluniversitypress.co.uk/doi/abs/10.3828/idpr.2015.15

And Wikipedia has this to say: [full text and references at https://en.wikipedia.org/wiki/Coproduction_(public_services)

Experiments on co-production on public services have been launched in many countries, from Denmark to Malaysia, the UK and the US.

The term 'co-production' was originally coined in the late 1970s by Elinor Ostrom and colleagues at Indiana University to explain why neighbourhood crime rates went up in Chicago when the city's police officers retreated from the street into cars . . . . Ostrom noted that by becoming detached from people and their everyday lives on the streets, Chicago's police force lost an essential source of insider information, making it harder for them to do their work as effectively.

What Ostrom and her colleagues were recognising was that services – in this case policing – rely as much upon the unacknowledged knowledge, assets and efforts of service 'users' as the expertise of professional providers. It was the informal understanding of local communities and the on the ground relationships they had developed with police officers that had helped keep crime levels down. In short, the police needed the community as much as the community needed the police. The concept of the 'core economy', first articulated by Neva Goodwin and subsequently developed by Edgar S. Cahn, is helpful in explaining this further.

The core economy is made up of all the resources embedded in people's everyday lives – time, energy, wisdom, experience, knowledge and skills – and the relationships between them – love, empathy, watchfulness, care, reciprocity, teaching and learning. Similar to the role played by the operating system of a computer, the core economy is the basic, yet essential, platform upon which 'specialist programmes' in society, the market economy and public services run. Our specialised services dealing with crime, education, care, health and so on are all underpinned by the family, the neighbourhood, community and civil society.

This understanding has helped to radically reframe the potential role of 'users' and 'professionals' in the process of producing services. Far from being passive consumers, or needy drains on public finances, people, their family, friends and communities are understood as important agents with the capacity to design and even deliver services with improved outcomes.

In Canada, a team of professionals has created a prototype based on this approach: Co-Create Canada, which aims to increase citizens' trust in government by connecting citizens who want to be engaged in the development of policies and programs with government change agents. This would enable the co-creation of new solutions aimed at improving policies and programs and leverage dispersed resources both inside and outside of government to solve problems faster. The model would employ several strategies (Ref. Adamira Tijerino):

1. Connecting citizens who want to get engaged in a particular area of interest with public servants who are specialists and involved in the area of interest.
2. Humanizing public servants by allowing them to go beyond their job description and empowering them by recognizing their individual skill sets (via the use of open badges).
3. Develop a wide range of tools (e.g., Connect.gc.ca website, mobile app and engagement mechanisms) to serve as the platform for these connections, leveraging current government IT infrastructure.
4. Propose an evaluation component to measure success.

What has emerged from this thinking is a new agenda; a challenge to the way professionals are expected to work, and to policy-makers who are setting targets as indicators of success; a way of helping to explain why things currently don't work as well as they could; a call for an alternative way of doing things.

3.4   Who are the 'experts' and what can we learn from them?

There are a range of people from local activists, national charities to change managers in public sector and corporate companies who could be considered 'experts'.

There are already a number of coproduction networks in existence – these are the main ones we know about:

1. National Co-production Advisory Group (NCAG) hosted by Think Local Act Personal
   http://www.thinklocalactpersonal.org.uk/

2. Coproduction Wales https://allinthistogetherwales.wordpress.com/
3. Scottish Coproduction Network http://www.coproductionscotland.org.uk/
4. The Coproduction Network hosted by Nesta and NEF http://coproductionnetwork.com/

We should utilise these networks to create a similar network for London or link Londoners interested in coproduction to those which already exist.

There are also a number of online resources and videos about coproduction:

- Stories of coproduction: https://www.youtube.com/watch?v=aKATrzUV2YI
- Co-production by Spice: https://www.youtube.com/watch?v=vugLEaEcBR0
- Co-production catalogue: http://www.nesta.org.uk/publications/co-production-catalogue
- Reflections from a Foyer (hostel) Chief Executive http://foyer.net/jane-slowey-reflections/
- Government guidance ion social action https://www.gov.uk/government/publications/enabling-social-action-guidance

A recent article in the International Review of Administrative Sciences which examined collective co-production of public services http://journals.sagepub.com/doi/pdf/10.1177/0020852314566009 found that:

Previous research has suggested that citizen co-production of public services is more likely when the actions involved are easy and can be carried out individually rather than in groups. However the findings demonstrate that individual and collective co-production have rather different characteristics and correlates and highlight the importance of distinguishing between them for policy purposes. In particular, collective co-production is likely to be high in relation to any given issue when citizens have a strong sense that people can make a difference ('political self-efficacy').

Much of the potential pay-off from co-production is likely to arise from group-based activities, so activating citizens to move from individual to collective co-production may be an important issue for policy.

This is why it's so important for infrastructure organisations to be part of coproduction processes because they can facilitate group activity at local and micro local levels.

SECTION 4 - Report recommendations

The working group have developed a range of recommendations based on what we think is needed for London at this point in time. However it's important that these recommendations are not a way of dictating to others to do things differently but provide a foundation for further discussion with the key stakeholders – London government, funders, commissioners, civil society organisations and ultimately people and communities.

At their core these recommendations aim to get coproduction more firmly on the map and to create a new 'movement' around coproduction in the capital. NESTA and NEF created recommendations too which can be found here: http://www.nesta.org.uk/sites/default/files/right_here_right_now.pdf

Where possible the Working Group has tried to segment the recommendations and suggest who might take some of the recommendations forward. They are grouped into three parts:

- **Recommendation 1 - Influencing public sector systems change to adopt co-production approaches**
- **Recommendation 2 - Sharing the learning from co-production, celebrating good practice and creating a 'movement' for change**
- **Recommendation 3 - Practical and operational implementation of co-production**

Recommendation 1 - Influencing public sector systems change to adopt co-production approaches

Local authorities and CCGs are increasingly looking to pool budgets to deliver services more effectively and efficiently to local residents. The Working Group found evidence that some areas have adapted co-production approaches in some of their service redesign but this is not systematically done across Local Authority areas with many still using traditional resident/provider/service user engagement methods rather than 'real' co-production using an asset based approach. This could be for many reasons – for example: lack of understanding of co-production within the public sector; lack of evidence of its effectiveness; lack of resources; or lack of political will or willingness to 'lose' control/power'.

We recommend that, where LAs and CCGs are working closely together to redesign services, a proportion of their pooled budgets (for instance 1%) is set aside to develop co-production approaches around particular social problems where there is potential to involve residents & services users in being part of the solutions (e.g. social isolation of older people, treating long term health conditions, youth unemployment). These resources would facilitate quality co-production taking place and ensure that there is sufficient time to demonstrate the impact of the approach. The right stakeholders will need to be in the room to start the conversations (local people affected by the social problem, public sector, voluntary sector with reach into communities, businesses) and their needs to be political willingness all round to relinquish power, an acceptance that the best methods of involving & empowering people might not be understood until the process starts and an appreciation that good co-production takes time and resources to get it right but is worth it in the end!

Suggested actions

Action	Outcome	Who?
A new coproduction implementation group is established with key decision makers, civil society organisations, funders and local people /communities (particularly those representing equalities groups) to take forward the recommendations from this report and to coproduce new actions which achieve the overall aim of mainstreaming co-productive practices in London	There is a network of individuals driving forward system change	GLA, London Hub,
An analysis of current public sector pathways (heath, criminal justice, housing etc) which require better co-production usage	- Understanding amongst public sector of applicability of coproduction at local authority, sub-regional and regional levels - Understanding of where gaps or areas of focus could be	Could be a number of organisations including: Nesta/New Economics Foundation, TLAP, GLA, London

		Councils
Review of current guidance to public bodies around social action & social value to ensure linkage with coproduction	Coproduction is not considered standalone but considered within other strategic frameworks such as 5 Year Forward Plan, Equalities Act etc All local authorities (if they haven't already) could coproduce a social value policy/approach	GLA, London Councils,
Stakeholder analysis of who needs to be around the table which looks to explore how, for example, businesses can play a bigger role in co-production as an aspect of their CSR approaches and also for their business planning. This could be for example, commercial gyms participating in healthy living discussions and removing barriers to peoples' participation in gym activities. This promotes health & exercise as well as opening up the gym to new potential users/members.	Businesses and other 'non-traditional' stakeholders begin to see coproduction as a valuable tool in their CSR practice	The London Hub
A communication and engagement strategy is devised around coproduction which includes a commitment to making publications and written material in accessible and easy read formats.	More people – residents and practitioners - better understand what is meant by coproduction and can engage with its principles in a way that delivers changes to services and ultimately outcomes for Londoners. How equalities groups (local and regional) engage with the coproduction agenda will be a marker for how accessible information has been developed going forward.	The London Hub, GLA

Recommendation 2 - Sharing the learning from co-production, celebrating good practice and creating a 'movement' for change

The Working Group has seen lots of examples of good practice in co-production but found that there is no one place or organisation that has the responsibility for pulling things together so that others can follow by example. We felt there was a need to create a movement of people interested in or already involved in co-production to so that the weight of this movement stimulates others to follow. We discussed a range of ways in which co-production could gain a higher profile and suggest a number of ways that this could be achieved:

Action	Outcome	Who?
An annual London co-production awards ceremony	Raises profile of positive coproduction to Londoners and different sectors: public, private, charity	Possibly hosted by Mayor Sadiq Khan or Deputy Mayor Matthew Ryder and linked to the GLA Volunteering Awards to celebrate best practice amongst residents, VCS, public and business sectors
A peer to peer learning network/online community of 'co-producers'	Allows co-production experts and first timers to learn from each other and share good practice approaches	Nesta/New Economics Foundation, TLAP/NCAG, London 'hub', NCVO, Locality
An annual co-production summit which brings all the above strands together	Raises profile of coproduction, updates on best practice, supports networking, promotes guidance and training around co-production	Possibly hosted by Mayor Sadiq Khan or Deputy Mayor Matthew Ryder with a funder/City Bridge Trust?

Recommendation 3 - Practical and operational implementation of co-production

The Working Group felt that alongside encouraging people and organisations to be part of a new movement around co-production there also needed to be some practical support and guidance to make things happen more systematically. Time, commitment and resources are key to good coproduction processes. If local people and

residents are to be mobilized then they will need access to support, facilitation and resources to contribute in a meaningful way. Local infrastructure has a key role to play as a facilitator and supporter of co-production processes but also in describing the narrative to create co-production in the first place.

Action	Outcome	Who?
A toolkit for organisations looking to undertake a co-production approach which includes a self-evaluation tool (particularly for local authorities/public bodies) - see Appendix 3 for an example of how a toolkit could be structured	Helps the user determine how well they are co-producing already against a set of principles and expectations – could possibly be done through a peer review process where another organisation reviews your effectiveness rather than self-evaluation	Nesta/New Economics Foundation, TLAP/NCAG, London 'hub', NCVO, Locality
An online facility where case studies can be deposited	Raising profile of good news examples around coproduction focusing on stories from residents and communities who have benefitted	Possibly the proposed London Hub or an extension of existing good practice held online by national bodies (TLAP, Nesta etc)
Discussion with and guidance for funders and commissioners about how to utilise co-production approaches in developing new funding or commissioning opportunities for local communities/civil society	Commissioning and funding processes support coproduction to become more commonplace	London funders
Small grants to enable local community organisations, groups of individuals, and infrastructure bodies, particularly focused around those with limited voice or representation to trial co-production approaches.	Local grassroots organisations enabled to be part of coproduction processes	Team London (Mayor of London) working with funders such as City Bridge Trust
The Cornerstone funding from City Bridge Trust could be matched by local authorities to systematically implement co-production at a local level	More localized co-production	City Bridge Trust/London Funders/ London Councils
An annual cycle of training, seminars and workshops	Using action learning sets as an approach	An agency with the skills and experience of developing strategic training programmes that lead to systems change
Annual coproduction review - further analysis and understanding about what works in London around coproduction and why it sometimes doesn't work, how people have got over obstacles and how you change culture/skills/language so that people see co-production as part of the day job	Supports coproduction to become mainstreamed into strategic thinking	GLA

APPENDIX 1:   Members of the Coproduction working group

The following are members of the working group that gave time to the meetings and discussions which formulated this report. We also had input from members of the Systems Change Group and London CVS Directors.

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APPENDIX 2: What happened to help produce this report?

The discussions started at the Way Ahead Conference on the 30th November then a working group was established to look at coproduction in more detail.

The Coproduction Working Group which was established after the conference was made of people from a range of different organisations including; national and local charities, local CVSs, volunteer bureaus, and council officers. It was chaired by Jake Ferguson, whose day job is Chief Executive Officer at Hackney CVS, the umbrella body for community groups and charities in Hackney.

The chair ran an online survey to invite people to submit examples of coproduction in action which are summarized in section 3.

At the conference in November attendees said this:

Coproduction is important because it's about:

- Enabling individuals to work together
- Going beyond doing things on the cheap
- Sharing power of default service delivery
- Giving a full picture of what the needs are
- Process is important, therefore complex
- Giving a voice to people who don't have a voice, not services being done to people
- Joint ownership of the problem
- Creating a framework where everyone's assets are recognised
- Don't assume people have the capacity to engage
- Should be long term approach

What's the potential going forward?
- To create solutions to intractable problems
- The public sector understands in the long term what co-production is and the value of equality
- Changing the conversation about how services work
- Working together across sectors
- Ensures a genuine level of respect
- Services with people not to people
- Services already exist at local level, but need to ensure involvement of all people on the ground
- Start with something simple that allows people to easily see that they can make a difference: bite sized not a massive strategy.
- Creative use of conflict leading to generative dialogue and solutions
- All local authorities co-produce a local definition of social value

Risks and challenges to co-production
- Not cuts by back door
- Not volunteers without support
- Doesn't reinvent wheel
- Don't assume VCS any better than statutory sector
- Passing buzzword like personalisation – ensure it is genuinely meaningful

The attendees concluded that:
- co-production needs to be simple and easy for people to engage with
- service users should be respected in any processes developed
- that there are many different ways of doing co-production and these should utilise assets that already exist (people & communities)
- some of the principles of co-production have been around for a while – some things have worked and others not so well
- there needs to be a focus on equalities

APPENDIX 3: Developing a Coproduction Toolkit

Below is draft guidance on what might be included in a coproduction toolkit (developed by David Wilcox, member of the working group)

Context
- What is the composition and structure of London civil society now
- What are the forces of change socially, technically, economically
- How do citizens get advice and support

Models and theory
- Summary of models applicable in different situation - e.g. citizen-led action, community engagement, service co-design
- Implications of a networked age

Principles
- Take account of the context, and any history
- Establish a common purpose
- Ensure transparency in communication
- Clarify where control likes - what is on offer
- Design engagement processes together
- Use a mix of methods
- Develop trust
- Encourage reciprocity

Processes
- Designing co-production processes
- Managing process

Methods
- Communication systems
- Events
- Group work
- Personal and organisation tools

Roles
- Facilitators
- Catalysts
- Connectors
- Leadership styles

Examples of co-production
- Community development and citizen-led action
- Community engagement
- Co-production of public services
- Lessons from re-inventing work

Talking points - Q and A
- What's the difference between cooperation, collaboration and co-design
- What are the barriers
- What works and what doesn't - in any situation
- How can you build-in co-production
- What are the key roles and skills to support co-production

A-Z of ideas and terms

Here's some examples of glossaries that could be amalgamated
- [Collaboration](#)
- [Networks](#)
- [Participation](#)
- [Partnerships](#)