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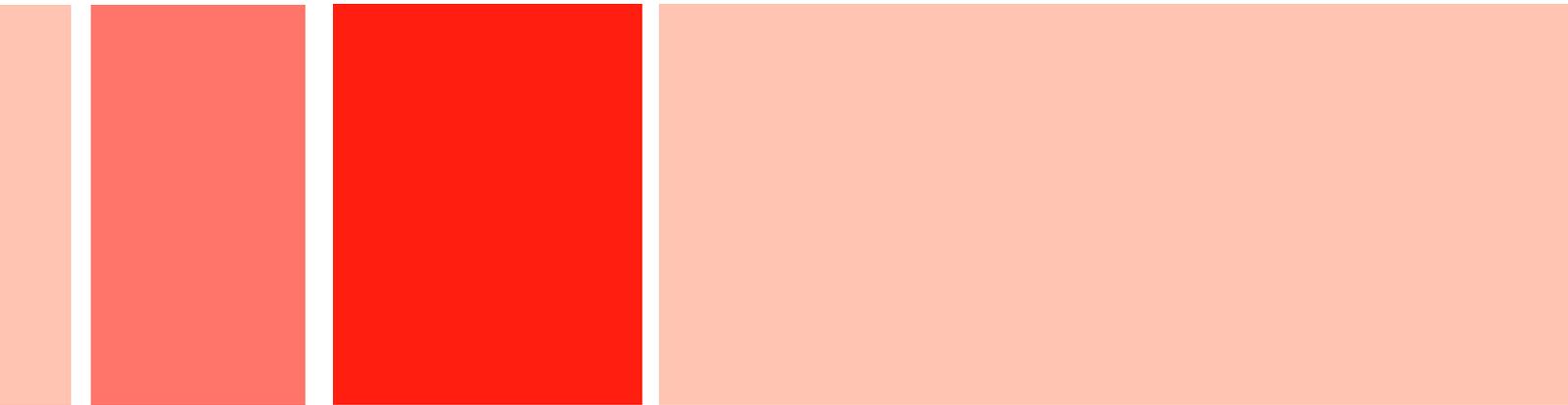
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# Bringing the power of the citizen into local public services – An evidence review

## Briefing Note for Welsh Government



***Tony Bovaird, INLOGOV and Elke Loeffler, Governance International***

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**UNIVERSITY OF  
BIRMINGHAM**

**inlogov**  
INSTITUTE OF LOCAL  
GOVERNMENT STUDIES

Views expressed in this report are those of the researcher and not necessarily those of the Welsh Government.

For further information please contact:

Rhian Davies

Knowledge and Analytical Services

Welsh Government

Cathays Park

Cardiff

CF10 3NQ

Tel: 0300 025 6791

Email: [rhian.davies45@wales.gsi.gov.uk](mailto:rhian.davies45@wales.gsi.gov.uk)

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## Executive Summary

INLOGOV has been asked to support the Welsh Government by preparing a Briefing Note for the current policy review on bringing power of citizens into local public services.

The key issues for this evidence review are twofold: first, to characterise the approaches used by local authorities and other organisations with responsibilities for local public services to bring the power of citizens and communities into the commissioning and delivery of services, both within the UK and further afield; and second, to focus on the contexts in which these approaches appear to have worked and what aspects of them are potentially applicable in Wales.

In this Briefing Note, we therefore investigate the evidence on how citizens already contribute – and might in future contribute even more – to co-commissioning, co-designing, co-delivering and co-assessing those services and the outcomes which the public sector seeks to achieve. We use the term ‘co-production’ as a convenient shorthand for this range of related concepts, in line with the growing international literature.

In preparing this research brief we have carried out a thorough search of the literature and contacted a range of academic and practitioner colleagues, nationally and internationally, who are represented in this literature in order to identify further research not yet published. In searching the literature, we broke the research issues up into a number of research questions:

- What is ‘co-production’?
- In which contexts do co-production approaches appear to have worked?
- How to achieve more commitment of local authorities to co-production?
- How to achieve direct involvement of communities in co-production?
- How to make ‘co-production’ approaches work?

### What is ‘co-production’?

In this Briefing Note, we mainly use the definition that co-production is “public service professionals and citizens making better use of each other’s assets, resources and contributions to achieve better outcomes or improved efficiency”.

This definition highlights the power of citizens in public services – since the production and consumption of many services are *inseparable*, the contribution of service users and often the community in which they live, are essential to the success of public services.

It should be clear that co-production in this sense, is NOT about *inter-organisational relations* – the long-established terms “partnership” and “collaboration” seem adequate for this concept. Furthermore, this definition excludes purely self-help activities by citizens or self-organising activities by communities. Where there is no input from public services, it seems odd to call an activity ‘co-production’.

### **In which contexts do co-production approaches appear to have worked?**

A range of benefits from co-production have been suggested for different stakeholders:

- *For Service Users:* Improved outcomes and quality of life; greater self-esteem and ‘political efficacy’ through empowerment; higher quality, more realistic and sustainable public services as a result of bringing in the expertise of users and their networks.
- *For Citizens:* Increasing social capital and social cohesion; reassuring citizens about future availability and quality of services; greater self-esteem and ‘political efficacy’ through empowerment.
- *For Frontline Staff:* More job satisfaction from working with empowered and satisfied service users.
- *For Service Managers:* Limiting service demand; behaviour change; making services more efficient.
- *For Politicians:* More votes through more satisfied service users; less need for public funding and therefore lower taxes or smaller funding cuts.

Given these criteria, what evidence is there of successful co-production approaches in different contexts? Most of the evidence comes from case studies, which are by their very nature partial and qualitative. Nevertheless there is now a large bank of case studies available, which suggest achievements of co-production in terms of at least some of the above benefits in relation to each of the ways in which the power of people can be brought into public services - co-commissioning, co-design, co-delivery and co-assessment.

## **How to achieve more commitment of local authorities to co-production?**

Much of the research on co-production has thrown up a major challenge to the public sector – citizens report a level of engagement in activities relevant to improving the outcomes of public services, which is considerably in excess of that expected by local public officials and members of stakeholder groups, revealing that public sector officials have only a very limited understanding of the co-production activities which are going on in their field and in their geographical area. This suggests that user and community co-production of public services is not properly understood, never mind systematically managed, so that its potential benefits are not currently being maximised.

Interesting attempts are being made to classify the ‘craft’ of co-production – the knowledge base about the patterns of co-production behaviours which appear likely to be successful in specific circumstances, without being backed by such levels of evidence as to justify claims to be ‘scientific’. A degree of commonality is already emerging in these attempts at classifying how the practice of co-production can be improved, which can be summarised in a five step model: Map it – Focus it – People it – Market it – Grow it.

Councillors are key to the success of co-production. Since those citizens involved in co-production are inevitably a self-selecting group, councillors are essential to legitimate the co-production initiatives of the council and to ensure that they conform to the wider values which the elected members represent (Howe, 2014). Moreover, as community leaders, councillors should be central to mobilising citizens to co-produce with the council.

Pestoff (2012: 376) has issued a provocative challenge to the effect that “only social enterprises such as the small consumer and worker co-ops appear to develop the necessary mechanisms to ... [empower] the clients and/or staff with democratic rights and influence”, so that co-production implies greater third sector provision of public services. However, many of the case studies highlighted in this Briefing Note suggest that, under favourable conditions, the public sector may also be able to achieve this.

How can co-production be deepened and widened? Durose et al. (2013a) suggest that successful co-production may call for 'scaling-out' rather than 'scaling up' (i.e. increased in scale in any specific situation). This concept of 'scaling out' focuses on the benefit of developing locally appropriate practice and reflecting citizen preferences, since "small-scale, informal activities are the most attractive to the majority; only a minority of citizens and neighbourhoods have the desire or capacity to take on major roles in the large-scale delivery of services" (Richardson, 2011: 21). Moreover, the literature stresses that co-production is based on relationships between citizens and the service professionals providing services. The personal nature of these relationships allows the hidden capabilities of citizens – and the hidden capabilities of staff, too – to be identified and utilised. This is one of the key mechanisms for increasing the benefits from co-production. Where the benefits of co-production are based on fostering and utilising personal relationships, they are likely to be non-replicable by standardised service delivery mechanisms. Rather, to make the most of the specific relationships between service users, their communities and public service staff, co-production is likely to require different approaches in different neighbourhoods – and indeed, different approaches with different service users, their support networks and communities. This reinforces the conclusion that co-production can be 'scaled out' but not necessarily 'scaled up'.

Are there particular types of services or outcomes that lend themselves well to co-produced approaches? One way to look at this question is to ask which services or outcomes are likely to benefit from each of the four components of co-production?

- *Co-commissioning and co-design*: This is likely to be applicable to all services or outcomes about which service users, neighbourhood groups or communities of interest are knowledgeable and where they are interested in influencing the priority given by public agencies, the design of the service or the arrangements for its provision.
- *Co-delivery*: This is likely to be applicable to all services or outcomes where services users and their support networks, neighbourhood groups and other communities of interest could carry out activities which would support the outcomes or reduce service costs.
- *Co-assessment*: This is likely to be applicable to all services or outcomes where feedback from those affected by the service would be valuable to commissioners and providers.

This suggests most public services are likely to benefit in at least some respects from co-production. This also applies to neighbourhoods – the evidence suggests that there is no strong geographic pattern of those who are most likely to co-produce, but that levels of social capital vary significantly from neighbourhood to neighbourhood. This suggests that all neighbourhoods are likely to benefit to at least some degree from co-production, but the nature and scope of that co-production may differ greatly between neighbourhoods.

Is co-production more likely to benefit the better-off, better educated social groups? This is a concern frequently expressed in the literature. A key element in this concern is that: a) better-off, more educated social groups are more likely to become active as co-producers; and b) that the benefits of co-production are likely to be most available to educated, articulate and self-confident service users, so that a move to co-production would further worsen inequalities in service usage and service outcomes. However, recent data from a range of citizen surveys on public service co-production across a number of local public services, suggest that the correlation between the level of education and level of co-production is very weak.

What are the barriers to co-production – and how can they be overcome? Research suggests a range of powerful cultural and systemic barriers exist, which prevent co-production from breaking into the mainstream and from being integrated more deeply in public services, including:

- funding and commissioning barriers;
- difficulties in generating evidence of value from co-production for people, professionals, funders and auditors;
- difficulties in aligning funding streams with the value-added by co-production;
- need to develop the professional skills to mainstream co-production;
- risk aversion;
- underdeveloped service user information systems;
- professional reluctance to lose status; and
- political reluctance to lose 'control'.

Where these barriers are in place, a culture shift may be needed to give co-production any chance of success. However, a total cultural shift may not be needed – organisations have many cultures, so it may be more a matter of finding and giving more prominence to that part of the organisation which already has this culture of promoting co-production. Although there are still a few examples of co-production being deepened and widened across public services, this

may be because the very newness of the approach (at least, as seen by many staff) may mean that there is not yet a portfolio of appropriate tools for ensuring that it is more widely understood and tried out.

### **How to achieve direct involvement of communities in co-production?**

There is a very strong overlap between approaches to encourage co-production and approaches to encourage citizen participation and involvement more generally.

*Co-commissioning*: In a report for Joseph Rowntree Foundation and Age Concern London, Sexton and Schehrer (2010: 10) suggest two key principles that could make user involvement in strategic commissioning a reality:

- service users could and should be involved in each stage; and
- there is discussion and agreement at each stage of the commissioning cycle of the purpose, role and boundaries of authority of both service users and commissioners.

*Co-design*: Durose et al. (2013b) have provided a list of do's and don'ts for involving citizens in the design and delivery of services (although their main focus was on health and social care):

- Do trust and value people.
- Do be clear on your ask/offer.
- Do be creative.
- Do positively inspire people with what can be done.
- Don't think you're in charge.
- Don't second guess.
- If you want to talk about services, don't start the conversation by talking about services.
- Don't treat citizens like children.

*Co-delivery*. Much of the attention in co-production has been to bring service users and other citizens into ‘thinking about’ and ‘talking about’ services, rather than ‘doing services’. However, co-delivery may become much more important in future, in view of the current climate of financial austerity. A key way in which co-delivery may make a major difference to publicly-valued outcomes is through behaviour change – behaviour by citizens, by communities and by public sector staff and politicians. Efforts are being made especially to break service users from a culture of dependence and to favour prevention of problems, often through early intervention. The contribution made by citizens in terms of ‘conforming’ to the desired behaviour change is an aspect of ‘co-delivery’ of future outcomes. Of course, a difficult aspect of early intervention is that, by definition, it takes a rather long time to gather evidence as to whether it works. Interestingly, some behaviour change initiatives do not simply rely on ‘volunteer’ compliance but now also give resource-based incentives to those who can demonstrate behaviour change (e.g. by allowing ‘troubled families’ to have more say in the use of the public sector budgets which are dealing with their problems, if they can show they have responded to the expectations of the public services concerned).

### **How to make ‘co-production’ approaches work?**

There is no definitive study of the skills and resources needed for co-production, either by staff or by the organisation. The work of Carr (2012) suggests that effective co-production is likely to require more support for user-led organisations; a skilled workforce with better training, support and supervision; the need to avoid poor preparation and to put right inadequate support infrastructure; more support for the role of Personal Assistants; more appropriate staff cultures and leadership; reductions in unnecessary process; increased flexibility; and long-term, reflective and qualitative assessment of economic analyses of co-production approaches.

Research does not suggest that the potential for deeper or wider co-production is country-specific – the differences in co-production between the countries in the 2008 EU survey were quite small in policy terms. Differences in the applicability of co-production within Wales are likely to be much more important than differences between Wales and other countries. The main issues in transferability are therefore likely to be which services, outcomes, communities, social groups or localities are most suitable for cost-effective use of deeper and wider co-production.

Finally, research would be valuable on how today's co-production champions first learnt about co-production, became convinced of its potential and find ways to pass their knowledge on to others. These learning mechanisms could be key to the future dissemination of the co-production approach.

# 1 Introduction

INLOGOV has been asked to support the Welsh Government by preparing a Briefing Note on Local Authorities and Co-production to feed into the current policy review.

The Welsh Government is seeking an evidence synthesis and advisory note on local authorities and co-production. This will help it better to understand approaches to direct involvement of communities, placing greater emphasis on co-production and local ownership, including collaboration across sectors and geographies; interventions at different scales; interventions in different types of neighbourhoods; establishing a community vision; and working with local people to achieve that community vision. The note will explore what would specifically be required of a local authority to make 'co-production' approaches work, in terms of strategies, skills, resources and change management.

The key issues for this evidence review are to:

- 1) characterise the approaches used by local authorities (or similar bodies) to involve citizens and communities in the commissioning and delivery of services, both within the UK and further afield; and
- 2) focus on the contexts in which co-production approaches appear to have worked and what aspects of them are potentially applicable in Wales.

The Welsh Government is particularly interested in the questions:

- Are there particular characteristics or organisational features of local authorities that are effective at engaging with their communities in designing solutions to social issues?
- What are the activities and mechanisms used by such authorities in engaging effectively with their communities?
- Are there particular types of services, localities or communities that lend themselves well to co-produced approaches?

The literature reviewed has been international in scope, but we have sought to pay particular attention to literature from the UK, Australasia, Scandinavia, Western Europe and Northern America. As recognised in the brief, we have found that the evidence is patchy and has not been able to answer in satisfactory form all the research questions. As well as providing some outline recommendations on the basis of the evidence uncovered, we have therefore also made some recommendations on areas for further research and ideas to develop the evidence base further. Moreover, where this study has uncovered evidence of issues not raised in the research questions but which we deem to be important, we have included these also in the review.

## **Methodology**

We have used two main approaches in preparing this research brief. First, we have carried out a thorough search of the literature to find publications relevant to the key research issues. Second, we contacted a range of colleagues, both within the University of Birmingham and in other universities, research institutes and think tanks, who are represented in this literature in order to identify further research not yet published.

In searching the literature, we broke the research issues up into a number of research questions and sub-questions, as shown below. We then identified potentially relevant literatures. However, it often proved quite difficult – even in some cases, impossible - to find good quality, relevant evidence on these themes.

### **Research Question 1: What is ‘co-production’?**

- Are there different degrees of co-production?

### **Research Question 2: In which contexts do co-production approaches appear to have worked?**

### **Research Question 3: How to achieve more commitment of local authorities to co-production?**

- How can local authorities be encouraged to place greater emphasis on co-production and local ownership?
- How can local authorities be encouraged to establish a community vision which enshrines co-production?
- Can collaboration across sectors and geographies help to achieve greater co-production?

- Does co-production require interventions at different scales?
- Are there particular types of services, outcomes, localities or communities that lend themselves well to co-produced approaches?
- Does co-production require different types of interventions in different types of neighbourhoods?
- How can local authorities work with local people to achieve that community vision?

#### **Research Question 4: How to achieve direct involvement of communities in co-production?**

- What are the main approaches used by local authorities (or similar bodies) to involve citizens and communities in the commissioning and provision of services, both within the UK and further afield?
- Are there particular characteristics or organisational features of local authorities that make them more or less effective than other organisations at engaging with their communities in designing solutions to social issues?

#### **Research Question 5: How to make ‘co-production’ approaches work?**

- What are the requirements in terms of strategies, skills, resources and change management at local authority level?
- What aspects of co-production approaches are potentially applicable (or not) in Wales?
- Are there particular characteristics or organisational features of local authorities that make them more or less effective than other organisations at engaging with their communities in designing solutions to social issues?

#### **Context**

A decade ago in the foreword to *Making the Connections* (WAG, 2004), the then First Minister talked about the ‘citizen model’ which he suggested was in tune with Welsh values, attitudes and the sense of ownership of public services. This general theme has continued through successive programmes for government and in many local government policy statements in Wales.

So what is the Welsh 'citizen model'? The *Learning to Improve* evaluation of Welsh Government policies for local government (Guarneros-Meza et al., 2013) has concluded that the Welsh Government has not done enough to articulate what a commitment to the citizen model means in practical terms. Consequently, Welsh local government has shown variable commitment to developing citizen engagement and developing collaborative approaches with other public services. This report also concluded that little has been done to empower citizens through devolved resources and there is little evidence of co-production, where citizens are working jointly with service providers. The result is that although there is evidence of improvements in citizen engagement and inter-organisational collaboration in many areas, effective engagement and co-production are not yet embedded into how public services are managed and delivered in Wales.

The Welsh Government refreshed its narrative on local services in the *Shared Purpose – Shared Delivery* policy statement in 2012, which highlighted the need for strategic direction for local services and the important role of local authorities in setting and maintaining that direction. Local authorities have developed over time as 'service delivery organisations' with a wide range of functions; their corporate centres have traditionally focused on supporting the various departments with services such as HR, finance systems and legal, rather providing an integrating strategy for local public services as a whole. The scoping document for this Briefing Note suggests that the corporate centre as the 'strategic core' has only really begun to develop more recently in Wales, as a response to the increasing understanding that solutions to entrenched social issues are cross-cutting (e.g. integration of health and social care, services for families and children, independence of older people, etc.), that concerted action must be taken to tackle the rising demand for services, funding pressures, the mounting concern about inequitable outcomes based on deprivation, within the context of a move towards place-based community planning.

A second legacy of the 'service delivery organisation' model is that resource allocation and service delivery approaches tend to be determined through analysis of 'need' (e.g. using the Welsh Index of Multiple Deprivation and targeted in deprived neighbourhoods). While the needs-based approach has an important rationale, it has nevertheless, led to rapidly rising demand for services, without an understanding of the social capital in local areas and the resources which service users and communities already contribute and could in future contribute even more, which would in turn build even greater assets of social capital in those areas.

Moreover, there has also increasingly been recognition that a preventative, rather than reactive, approach is required and this can best be accomplished by working more closely with people and communities and mobilising their contributions to publicly-desired local outcomes. Whilst the Welsh Government has shifted towards preventative approaches on some issues (e.g. families with complex needs), this has not been systematic.

While the two main drivers of the current reform programmes in local government (and indeed in the public sector more generally) have been financial austerity and the need to manage demand (to steer away from the so-called ‘jaws of doom’ scenario), there has been a simultaneous concern to deal with these problems in a way which achieved priority outcomes from co-ordinated services which meet the holistic needs of citizens. Moreover, there is a desire to employ processes which support and reinforce democratic governance (INLOGOV, 2014), rather than undermining it by simply turning to a market model of public service providers aiming to satisfy service ‘consumers’ at least cost. There is therefore an interest in seeing how co-production, as an element of participative democracy can complement representative democracy and how the tensions between them can be managed – to what extent can community governance promote and, in turn, be strengthened by user and community co-production of public services and outcomes? And does co-production encourage participation in the democratic process?

There is therefore a need to understand better how to involve communities directly, with a greater emphasis on co-production and local ownership. With this comes a need to develop understanding of collaboration across sectors and geographies; of interventions at different scales and in different types of neighbourhoods; the role of a community vision; and an approach for working with local people to achieve it. Finally, there is a need to explore what would specifically be required of a local authority to make ‘co-production’ approaches work, in terms of skills, resources and activities. This Briefing Note sets out the evidence on ways in which these aims might be achieved.

## 2 Research Question 1: What is ‘co-production’?

Co-production is not a new concept – it was the subject of intense interest in the late 1970s and early 1980s in the US, sparked by a group of scholars working with Elinor and Vincent Ostrom (Ostrom and Ostrom, 1977) and, indeed, in 2009 Elinor Ostrom shared the Nobel Prize in Economic Sciences partly for her contribution to this work. Shortly afterwards, it was at the heart of one of the classic texts in service management (Normann, 1984), which pointed out that a key characteristic of services is that the client appears twice, once as consumer and again as part of the service delivery system. What is new, however, is the increased interest in recent years by public, private and third sectors in exploring different approaches to involving users and communities in services and in the potential for ‘transformative’ co-production of outcomes (Needham, 2007; Durose et al, 2013a).

So what is co-production? Scholars and practitioners have offered a variety of definitions. Brudney and England (1983) in their seminal article defined co-production as the joint production of public services by ‘regular producers’ (e.g. service agents, public administrators) and ‘consumers’ (e.g. citizens and neighbourhood associations). This does not stress the most distinctive aspect of ‘co-production’, namely its emphasis on citizens adding value to the activities of the public sector.

In the UK, the definition of the new economics foundation (Harris and Boyle, 2009) is often used:

“Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours.”

While the intentions behind this definition are widely shared, it would mean if taken literally, that there is virtually no co-production anywhere, since ‘equal and reciprocal’ relationships are rare. Moreover, it focuses on ‘co-delivery’.

In this Briefing Note, we therefore mainly use the definition that co-production is “*public service professionals and citizens making better use of each other’s assets, resources and contributions to achieve better outcomes or improved efficiency*” (Bovaird and Loeffler, 2012: 1121).

The increasing attention to user and community co-production highlights one of the key characteristics of services in the public and private sectors: the production and consumption of many services are *inseparable*. The creation of quality in services can occur before, during and after service delivery, in the interaction between the customer and provider, rather than just at the end of the process as in manufacturing. Consequently, the contribution of service users and often the community in which they live (including their family, friends and support networks), are essential to the success of public services. If this is not recognised and systematically managed, this contribution may be wasted.

The definition of 'co-production' given above deliberately excludes some meanings of the term to be found in the literature. First, it excludes co-production as *inter-organisational relations* (e.g., as used for collaboration between film and television companies) – the long-established terms "partnership" and "collaboration" seem quite adequate for this concept. We therefore confine the word 'co-production' for relationships between the public sector and citizens, particularly service users and the communities in which they live. The rationale is that it is generally overblown to give the name 'partnerships' to these public sector relationships with citizens – and citizens normally realise straightaway that their relationship with public services is NOT a full partnership. Consequently, it is valuable to have a different word like 'co-production' for such relationships.

Second, this definition excludes purely self-help activities by citizens or self-organising activities by communities. Where there is no input from public services it seems odd to call an activity 'co-production'. This is not to underestimate or undervalue such activities – indeed, they are likely to be huge in extent and of enormous value in enabling important social outcomes. However, our theme is 'co-producing public services and outcomes', so citizen self-help and community self-organising lie outside this remit.

We should, however, note some remaining disputes in relation to the definition of co-production. Some authors (e.g. Ostrom 1996) see co-production primarily as individual action, whereas for others (e.g. Joshi and Moore, 2003) it implies long-term relationships between state agencies and organised groups of citizens. More typical however, is Brudney (1983: 376), who accepts both possibilities, seeing co-production as active participation beyond the normal requirements of citizenship by either individuals or groups in the delivery of municipal services intended to raise the quality and/or amount of their provision.

Again, for some authors co-production involves only voluntary contribution to services (e.g. Whitaker, 1980; Brudney and England, 1983) or as Alford (2009: 183) puts it “clients taking *positive* actions which contribute to organizational purposes,” while other definitions (including ours) also cover coerced compliance, e.g. with laws, by-laws and other legal duties (Sharp, 1980). If we include ‘forced’ activities within the definition of co-production, this can open up a potentially negative side of co-production, where citizens are pressed unwillingly into co-production activities (e.g. unemployed people being required to carry out voluntary activity in order to qualify for welfare benefits). Since there is a major focus in UK public services on achieving behaviour change, it is likely to be important to find ways of mobilising the resources of even those who are being pressed to work closely with the public sector, whether or not this is entirely voluntary – and this Briefing Note does not exclude ‘legally enforced’ activities from the definition of ‘co-production’.

### *Are there different ‘degrees’ of co-production?*

There is now a lively debate as to what constitutes ‘real’ or ‘full’ co-production, as the term is becoming used in many different ways. A useful distinction is made by Needham and Carr (2009) who define three levels of co-production:

- 1) People who use services may experience ‘simple co-production’ as a description of how all services, by their very nature (including those in the private sector), rely on some productive input from users.
- 2) ‘Intermediate’ co-production can be a tool of recognition for the people who use services and their carers, acknowledging their (usually uncosted) input, valuing and harnessing the power of existing informal support networks and creating better channels for people to shape services. This approach can promote increased understanding between multiple stakeholders - people who use services come to understand the content, costs and limitations of public services and their joint responsibility for making them effective, while those who deliver services can become more aware of the circumstances, needs, preferences and potential contributions of service users.
- 3) At its most effective, ‘transformational’ co-production can develop new user-led mechanisms of planning, delivery, management and governance, requiring and creating a relocation of power and control.

From a different stance, the new economics foundation (2011) developed a tool for self-assessment of the level of co-production, based on whether or not the following co-production principles are in place:

- Recognising people as assets.
- Valuing work differently.
- Promoting reciprocity, giving and receiving.
- Building social networks.

This approach has been devised by nef to be applied at the levels of an individual professional, a service or project or the organisation as a whole, as nef suggest that barriers and enablers to co-production can exist at each of these three levels.

Bovaird (2007) took a third approach, developing a set of scenarios, shown in Table 1, based on whether service professionals act alone or together with users and communities to plan and deliver public services. While traditional professional service provision involves no external parties (top left cell), the other cells involve significant co-working, either with users or other members of the community or both. Working through the other cells, we find a range of types of co-production. Each of these different types will in practice evolve along path-dependent lines from different antecedents and will be shaped by different motivations on behalf of both professionalised service providers and the users and communities involved. However, the value of this typology is that it opens up the range of ways in which we can envision how professionals, service users and their communities may interact. (For purposes of clarity, Table 1 collapses the key arenas for interaction into ‘service planning’ and ‘service delivery’ – in practice, these should be considered as including the full range of potential decision-making arenas, including, planning, commissioning, design, managing, delivering, monitoring and evaluating.)

So, can we say that ‘full co-production’ only takes place in the central cell, whether BOTH service professionals AND citizens are involved in BOTH service planning AND service delivery? This is tempting and some commentators have used Table 1 in this way. However, it is probably equally valid to take the stance of the author of Table 1, namely that co-production occurs where SOME contribution is made by BOTH citizens AND service professionals – and that seeking to find a scale for the degree of co-production is generally irrelevant. It is not the ‘scale’ of co-production which is important in specific cases, but rather whether it is appropriate - i.e. of the right type, with the right citizens and the right service professionals, to achieve the right outcomes.

**Table 1: Range of professional – user relationships (Source: Bovaird, 2007)**

	<b><i>Professionals as sole service planner</i></b>	<b><i>Service user and/or community as co-planners</i></b>	<b><i>No professional input into service planning</i></b>
<b><i>Professionals as sole service deliverer</i></b>	Traditional professional service provision	Traditional professional service provision with users and communities involved in planning and design	(Not applicable)
<b><i>Professionals and users/communities as co-deliverers</i></b>	User co-delivery of professionally-designed services	Full user/professional co-production	User/community co-delivery of services with professionals, with little formal planning or design
<b><i>Users/communities as sole deliverers</i></b>	User/community delivery of professionally-planned services	User/community delivery of co-planned or co-designed services	Traditional self-organised community provision

### 3. Research Question 2: In which contexts do co-production approaches appear to have worked?

This question has two elements: first, what are the success criteria against which we wish to judge whether co-production has ‘worked’ and, second what evidence is there that particular approaches to co-production have succeeded against these criteria.

So, what might be the success criteria for co-production? A range of benefits from co-production have been suggested for different stakeholders (Bovaird and Loeffler, 2015), many of which have been highlighted in case studies, although some have yet to be substantiated by rigorous evaluation:

- For Service Users:** Improved outcomes and quality of life; greater self-esteem and ‘political efficacy’ through empowerment; higher quality, more realistic and sustainable public services as a result of bringing in the expertise of users and their networks.
- For Citizens:** Increasing social capital and social cohesion; reassuring citizens about future availability and quality of services; greater self-esteem and ‘political efficacy’ through empowerment.
- For Frontline Staff:** More job satisfaction from working with empowered and satisfied service users.
- For Service Managers:** Limiting service demand; behaviour change; making services more efficient.
- For Politicians:** More votes through more satisfied service users; less need for public funding and therefore lower taxes or smaller funding cuts.

Given these criteria, what evidence is there of successful co-production approaches in different contexts? Most of the evidence comes from case studies, which are by their very nature partial and qualitative. Nevertheless, there is a large bank of case studies available (e.g. over 40 co-production case studies at [www.govint.org/good-practice/case-studies](http://www.govint.org/good-practice/case-studies)), which suggest achievements of co-production in terms of at least some of the above benefits. We summarise some of these cases here, against the four different phases of public policy and service delivery to which co-production can contribute: co-commissioning, co-design, co-delivery and co-assessment.

## **Co-commissioning** of services, including:

- *Co-planning* of policy – e.g. deliberative participation, Planning for Real, Open Space

*Illustrative case study:* America Speaks: Large scale 'Town Hall' meetings in an open space format (Zinn, 2008). Benefits – “effective in educating citizens about policy issues and somewhat effective in improving citizens’ views of government” (Zinn, 2008: 49).

- *Co-prioritisation* of services – e.g. personalisation and personal budgets (often labelled as ‘micro-commissioning’, as service users take over a major part of the commissioning process of services from all sectors to achieve the outcomes they desire), participatory budgeting, stakeholder representation in commissioning decisions.

*Illustrative case study:* You Decide! Participatory Budgeting in Tower Hamlets 2009-10 (SQW, 2011: 126-129) Benefits: “In the absence of the *You Decide!* process, it is very unlikely that these services would have been delivered with the same degree of targeting or the same level of quality” (SQW: 2011: 129).

- *Co-financing* services – e.g. fundraising, crowd funding, agreement to local tax increases.

*Illustrative case study:* Saving Blackheath Fireworks Night (<http://www.govint.org/good-practice/case-studies/saving-blackheath-fireworks-night-what-a-successful-public-fundraising-campaign-looks-like/>). Benefits - Income generation for local authority annual public parks event.

## **Co-design** of services, including:

- User forums or ‘design labs’ for redesigning services

*Illustrative case study:* Stockport Council's new adult social care website 'My Care, My Choice' (<http://www.govint.org/good-practice/case-studies/stockport-councils-new-adult-social-care-website-my-care-my-choice-a-business-case-for-service-co-design/>).

Benefits - Improved information for clients and potential clients, staff time savings worth £300,000 p.a. (for a spend of £70,000).

- Prototype-testing of co-designed services

*Illustrative case study: Co-designing the Values Based Standard™ of Macmillan Cancer Support (<http://www.govint.org/good-practice/case-studies/the-values-based-standard-of-macmillan-cancer-support/>). Benefits - Real time monitoring results of patient experience – pronounced shift from red to green on four wards implementing the Values Based Standard™ in one hospital. Bespoke cancer survey results – quarterly monitoring in the two hospitals showed improvements in the areas covered by the Values Based Standard™.*

**Co-delivery** of services, which embraces:

- *Co-managing* services – e.g. community trusts, community management of public assets, school governors

*Illustrative case study: Caterham Barracks Community Trust – co-production of an ‘urban village’ in an old army barracks (Bovaird, 2007). Benefits – built and manages range of economic, social, educational, cultural and sports facilities on the site, including building a cricket pitch, roller-skate park and running a community theatre group, craft workshops and several sports teams.*

- *Co-operative and mutual achievement* of quality of life outcomes – e.g. time banking

*Illustrative case study: Time Banks (Martin Knapp et al., 2009). Benefits – Savings and other economic pay-offs could be more than £1,300 per time bank member, while cost per member averages less than £450 p.a. Befriending services, which are often arranged through a time banking mechanism but can also be managed through independent initiatives, typically have costs of about £80 per older person per year but could yield savings of about £35 in the first year alone because of reduced need for treatment and support for mental health needs.*

- *Co-performing* of services – e.g. peer support groups (such as expert patients), Nurse Family Partnerships, Neighbourhood Watch (including Streetwatch and Speedwatch)

*Illustrative case study: The Family Nurse Partnership programme in Scotland: Improving outcomes for child, parents, and society (Loeffler (2013); and*

[\(http://www.govint.org/good-practice/case-studies/the-family-nurse-partnership-programme-in-scotland-improving-outcomes-for-child-parents-and-society/\)](http://www.govint.org/good-practice/case-studies/the-family-nurse-partnership-programme-in-scotland-improving-outcomes-for-child-parents-and-society/). Benefits – US research found 79% reduction in premature birth amongst mothers who smoked, 67% reduction in behavioural/intellectual problems at age 6, 26% higher scores on school reading and maths achievement in Grades 1-3, 20% reduction in months on welfare benefits.

### **Co-assessment**

- *Co-monitoring and co-evaluation* of services – e.g. citizen inspectors, user on-line ratings, participatory service reviews.

*Illustrative case study:* CQC recruitment of over 500 'Experts by Experience' to join social care inspection teams (<http://www.cqc.org.uk/content/involving-people-who-use-services>). Benefits – no evaluation as yet.

#### **4. Research Question 3: How to achieve more commitment of local authorities to co-production?**

*How can local authorities be encouraged to place greater emphasis on co-production and local ownership?*

Much of the research on co-production has thrown up a major challenge to the public sector – citizens report a level of engagement in activities relevant to improving the outcomes of public services which is considerably in excess of that expected by local public officials and members of stakeholder groups (Loeffler et al, 2008), revealing that public sector officials have only a very limited understanding of the co-production activities which are going on in their field and in their geographical area (Boyle et al, 2006 a and b). This suggests that user and community co-production of public services is not properly understood, never mind systematically managed, so that its potential benefits are not currently being maximised.

There are a large number of published case studies on co-production, which embody a wide range of practices (Pestoff et al, 2012; Loeffler et al, 2012; Durose et al, 2013a; Loeffler et al, 2013; and the 40+ co-production case studies at <http://www.govint.org/good-practice/co-production>). These practices are often strongly influenced by the personality of one or more key players who are committed to co-production principles. Some of these cases demonstrate the ‘art’ of co-production – a creative performance of co-productive activities between service professionals and service users and other citizens, in ways which defy (and may indeed deliberately avoid) any patterns of behaviour. In other cases, however, interesting attempts are being made to classify what we might call the ‘craft’ of co-production – the knowledge base about the patterns of co-production behaviours which appear likely to be successful in specific circumstances, without being backed by such levels of evidence as to justify claims to be ‘scientific’.

Interestingly, a degree of commonality is already emerging in these attempts at classifying the steps involved in the practice of co-production. For example, (Kannan and Chang, 2013: 23) set out nine ‘key implementation steps’ in co-delivering government services. In Table 2, we show that these can be quite easily mapped onto the ‘five key steps for making the transformation to co-production’ that are outlined in Loeffler and Hine-Hughes (2012).

**Table 2: Steps in implementing co-production**

<b>‘Five steps for making transformation to co-production’</b>	<b>‘Key implementation steps’</b>
<b>Map it</b> – set out existing co-production initiatives	<ul style="list-style-type: none"> <li>• Share your results transparently, sharing information about your initiatives.</li> </ul>
<b>Focus it</b> – decide your priorities for areas in which you wish to co-produce	<ul style="list-style-type: none"> <li>• Nothing succeeds like success ... and thus a small successful pilot should always be the first step.</li> </ul>
<b>People it</b> – find the right staff and citizens who have the appetite for co-production	<ul style="list-style-type: none"> <li>• Engage participants in the development process.</li> <li>• Targeting participants who have the appropriate skills, motivation levels and time is very critical at the design stage.</li> </ul>
<b>Market it</b> – develop incentives for ensuring that stakeholders continue to co-produce	<ul style="list-style-type: none"> <li>• Co-delivery and co-production initiatives need to be marketed to the citizens in the right way to set the intended expectations and rules of engagement.</li> <li>• Foster citizens’ civic engagement and trust.</li> <li>• Getting the incentives right for citizens to participate in a co-delivery initiative is important.</li> </ul>
<b>Grow it</b> – find mechanisms for scaling up or scaling out the co-production approaches that work	<ul style="list-style-type: none"> <li>• Invest in education and training of both government and citizen participants.</li> <li>• Appropriate levels of transparency should be designed into service operations.</li> </ul>
Source: Loeffler and Hine-Hughes (2012)	Source: Kannan and Chang (2013)

*Can local authorities be encouraged to establish a community vision which enshrines co-production?*

There are few local authorities which have so far adopted a corporate vision which explicitly incorporates co-production. The most well-known is the London Borough of Lambeth, which labelled itself 'the Co-operative Council' in 2010 and has since often emphasised co-production in its documents and public announcements – e.g. the commitment to “Making co-production with citizens the default way of working for all council staff” (London Borough of Lambeth, 2012: 7). Lambeth was one of the founding members of the Co-operative Councils Innovation Network (<http://www.coopinnovation.co.uk/>) – a local authority-led initiative which now has 20 members, including Cardiff, and describes itself as “a non-party-political active hub for co-operative policy development, innovation and advocacy”. In a recent collection of essays from Lambeth, Victor Adebowale states: “Co-operative models of service delivery, co-production and community commissioning have a significant role to play” in facing the challenges of getting services to those who need them most (Reed and Ussher, 2013: 57). However, it is not clear if this commitment to co-production is still as strong as before – it is noticeable that co-production is not explicitly mentioned in recent documents from the council (e.g. the blog from Lib Peck, the Leader of Lambeth Council, at [http://whiteag1.miniserver.com/~lambeth/?page\\_id=286](http://whiteag1.miniserver.com/~lambeth/?page_id=286)) or the recent briefing from the Network (e.g. CCIN, 2014). Nevertheless, this may simply be a matter of preferred language rather than a policy change – Lib Peck refers in her block to 'community commissioning', LB of Lambeth has featured as a key case study in a recent report on co-commissioning (nef, 2014) and the Network briefing gives many examples of co-operative activities which squarely meet the definition of 'co-production' which we have given earlier.

Perhaps the most successful example in recent times of local authorities being encouraged to establish a vision which enshrines co-production, albeit in one programme area rather than across the corporate authority, is personalisation in social care (Needham and Carr, 2009). Harlock (2010) suggests that this rapid movement was driven by three sets of influences: first, criticism of how inappropriate were traditional social care services (e.g. due to their inflexibility, the dependency that they tended to create, and the subsequent marginalisation and exclusion experienced by their users); second, more general shift towards consumer-oriented welfare, supported by narratives about the merits of consumer choice and a role for market-based

mechanisms in reshaping services; and third, political concern to 'modernise social care', driven by rising demand, due to an ageing population and growing number of people with severe and complex needs and/or conditions. Interestingly, all of these drivers apply also in the case of co-production (and, of course, co-production has been a key component of personalisation in social care). However, one key ingredient in the rise of the personalisation agenda was the role of *InControl*, a third sector organisation, which led a series of highly influential experiments, funded by the public sector, which created widespread credibility for the personalisation concept (Glasby and Littlechild, 2009; Harlock, 2010). There does not appear to be a similar funding programme for co-production in UK local government at the moment, although NESTA appeared to be suggesting something along these lines in 2009–2011, before it decided to focus on its *People Powered Health* initiative.

*What is the role of councillors in co-production?*

Councillors are key to the success of co-production. Since those citizens involved in co-production are inevitably a self-selecting group, councillors are essential to legitimise the co-production initiatives of the council and to ensure that they conform to the wider values which the elected members represent (Howe, 2014). Moreover, as community leaders, they should be central to mobilising citizens to co-produce with the council, as demonstrated in Sunderland City Council.

### **Case study: The Community Leadership Programme for Responsive Local Services in Sunderland City Council**

Sunderland City Council's Community Leadership Programme has decentralised local public services to five areas within the 280,000 population, and in particular the Council's Responsive Local Services agenda has transformed the governance and delivery of environmental (street scene) services in the city, youth services, prioritisation of local and highways maintenance activity, amongst other services. Important, visible and high profile frontline services, with budgets in excess of £15 million are already being prioritised with the five areas, so that decision-making can be quicker and more responsive to local needs – and more services are in the 'pipeline' to join them.

Environmental services made up the first wave of Responsive Local Services; fundamental service re-design created new multi-disciplinary teams with far greater empowerment of frontline employees, mobile technology and a brief to engage with their communities. Results have been exceptional. Despite taking over £10 million out of environmental services budgets, the Council has achieved its highest ever MORI satisfaction ratings for these services and compliments exceeded complaints for the first time. While it shapes plans for customer behaviour change which will achieve a further step change in demand management, the Council has therefore achieved an effective approach to early intervention which means that most environmental issues are sorted before they become a problem for the public. Member satisfaction with these services, their ability to introduce local insight and intelligence and to set local priorities through new Area Place Boards consistently – but not surprisingly – exceeds 95% as measured by the Council's Member Satisfaction Survey.

The Community Leadership Programme represents a belief that Councillors must be key agents of change, at the heart of Sunderland's strategy for social and economic renewal, and that to fulfil their potential as community leaders, they need a new type of support and capacity building, and a new set of tools to lead. Support interventions and development initiatives have occurred under three broad strategic headings:

*Engaging councillors more effectively as community leaders* – creating new support structures that empower councillors at the 'frontline' (including individual 'Account Managers' to support each Councillor, improving IT and wider capacity in new, more creative ways). *Engaging councillors in the development of Responsive Local Services* – creating new governance and engagement mechanisms that support council services that are more directly responsive to the needs of people and places.

*Engaging councillors as partners in local economic growth* – developing the means to engage councillors in the City's Economic Masterplan growth framework, particularly around the potential of citizens and communities to develop new SMEs and public service spin-outs.

Source: Adapted from <http://www.coopinnovation.co.uk/case-studies/sunderland-community-leadership/> and <http://www.coopinnovation.co.uk/case-studies/sunderland-promoting-effective-internal-co-production-strengthening-the-officer-member-partnership/>

*Can collaboration across sectors and geographies help to achieve greater co-production?*

### Co-production through cross-sector working

Rather little has been written explicitly on the topic of co-production through cross-sector working – but the personalisation example in the previous section shows that co-production can indeed be achieved by working across public-private-third sectors. At the same time, personalisation can be seen as contributing to the fragmentation of public services provision, and Pestoff et al. (2012) suggest this may be true of co-production more widely, since it leads to much more variation in the relationships between service users and their providers. They suggest too, that there may be a paradoxical result of growing co-production – the changes to public service provision in order to be more responsive to the preferences of co-producing service users may make them more like third sector providers, at the same time as the changes to third sector providers to ensure that they win contracts are making them more like public sector providers, leading to a convergence of cultures and operational models across the sectors.

Pestoff (2012) specifically examines whether the sector of an organisation has an influence on whether citizens are equally willing to carry out co-production activities with public, private-for-profit and third sector organisation. His evidence comes from two comparative studies of parent participation in child care in Europe, which is a rather narrow basis, but from this he detects a ‘glass ceiling’ for the participation of citizens as clients in these services, when provided either by the public sector or by small, for-profit firms. (He believes that this applies to staff participation, as well.) His somewhat stark overall conclusion (p. 376) is that “only social enterprises such as the small consumer and worker co-ops appear to develop the necessary mechanisms to breach these limits by empowering the clients and/or staff with democratic rights and influence”, so that co-production “implies greater ... third sector provision of public services”.

This research has, unfortunately, not been replicated in other sectors or in other countries, so that these potentially very far-reaching conclusions cannot as yet be tested. However, many of the case studies highlighted in this Briefing Note suggest that, under favourable conditions, the public sector may also be able to achieve this.

There is an interesting Netherlands case study which illustrates how cross-sector working can be undertaken successfully - *Co-creating a new remote service for and with elderly people in the Netherlands*. Here, a consortium of adult social care organisations in the Netherlands co-commissioned and co-created new remote services for and with elderly people. The commissioners included two primary care providers (Zuidzorg and PuntExtra), the council of Geldrop Mierlo (with about 40,000 inhabitants in the South-East of the Netherlands), and a building society (<http://www.govint.org/good-practice/case-studies/co-creating-a-new-remote-service-for-and-with-elderly-people-in-the-netherlands/>).

### Co-production through cross-boundary working

Again, very little has been written explicitly on this topic. However, there are some interesting case studies of co-production in cross-boundary partnerships. Examples include:

- *Well London* project, a four-year programme targeting 20 of the most deprived communities in London to promote healthy physical activity, healthy eating and mental health and well-being by delivering integrated interventions using a community development model. *Well London* has resulted in high levels of community participation, and bolstered community cohesion and empowerment to enjoy healthy and fulfilling lives. By the end of project delivery in March 2011, a total of 14,772 people had participated in *Well London* activities of whom 79% reported an increase in healthy eating; 76% reported increased access to healthy food; 77% reported higher levels of physical activity and 82% said they felt more positive. (<http://www.govint.org/good-practice/case-studies/well-london-communities-working-together-for-a-healthier-city/>)
- *Reducing youth unemployment - mentoring in the Basel region* (Switzerland) – this project brought together two cantons in the Basel region (together with the Federal Office for Professional Education and Technology) in order to offer support for young people who are having difficulties finding an apprenticeship or placement. The results of the programme are impressive: around 70% of mentees find an apprenticeship or placement each year (<http://www.govint.org/good-practice/case-studies/reducing-youth-unemployment-innovative-mentoring-from-switzerland/>)

### *Does co-production require interventions at different scales?*

The traditional argument is well expressed by Boyle et al (2010: 12-13): “Taking co-production into the mainstream is made much harder because of the in-built bias in public services to the incumbent delivery model... Co-production is a promising new and emerging field of practice. It is developing strongly on the periphery of public services and is slowly seeping into mainstream services... The aim is to get smarter at drawing down and sharing lessons from individual projects, to find ways of replicating the key features of co-production, and to improve the conditions for scaling.” However, Bovaird (2014) has argued that the obsession with scale has been misplaced. He identifies a major, and so far largely undiscussed, distortion in the analysis of ‘economies of scale’, which have almost always been analysed solely in terms of input costs for public agencies. Ignoring situations where citizens make significant inputs to the quality of the service or its outcomes through their co-production, results in a misleading estimate of the ‘cost-to-outcome’ ratio of public services and the economies of scale they produce. To counteract this, Bovaird argues, we need to measure user and community inputs. This is no easy matter – we have no reliable and certainly no comprehensive databases for this. While there are some partial attempts – e.g. the mapping of ‘community assets’ such as community buildings, equipment, social transport vehicles, etc., and also (on occasion) of the flows of activities undertaken by third sector organisations, volunteers and other local people who add value to the quality of local life (Kretzmann and McKnight, 1993), this has still not become systematic.

Once the value of citizen inputs is taken into account in the full social costing of public services, it is not clear whether co-production is more cost-effective in economic terms (e.g. because the opportunity cost of citizen inputs is much lower than that of the public sector inputs for which they act as a substitute) or much less cost-effective (because the transaction costs of mobilising these citizen inputs is so high).

Another critique of the arguments for ‘scaling up’ co-production derives from O’Donovan and Rubbra (2012: 1), who argue that “Principles travel, processes do not!” and draw out from this the concept of ‘scaling up’, which they define as the spreading of ideas and innovation between organisations in different localities - NOT the replication of entire models or processes, since different local circumstances require re-interpretation. Durose et al. (2013a) suggest that successful co-production may call for ‘scaling-out’ rather than ‘scaling up’ (i.e. increased in scale in any specific situation). They point out that ‘scaling out’ occurs because ideas are spread through horizontal connections, such as geographical proximity or regional identification,

socio-economic equivalence, political similarity, and psychological identification, rather than through vertical connections. This concept of 'scaling out' focuses on the benefit of developing locally appropriate practice and reflecting citizen preferences, since "small-scale, informal activities are the most attractive to the majority; only a minority of citizens and neighbourhoods have the desire or capacity to take on major roles in the large-scale delivery of services" (Richardson, 2011: 21).

*Are there particular types of services, outcomes, localities or communities that lend themselves well to co-produced approaches?*

Pestoff (2012: 376) suggests that: "Centralised or highly standardised service delivery tends to make articulation of demands more costly for citizens and to inhibit governmental responsiveness, while citizen participation seems to fare better in decentralised and less standardised service delivery (Ostrom, 1996)". However, the terms 'centralisation' and 'standardisation' are relative, so that it is not easy to determine in advance where a particular service in a specific country sits on these spectra. This analysis is therefore difficult to operationalise.

For co-production to work, both citizens and service professionals have to:

- have something valuable to contribute;
- be willing to make that contribution; and
- experience the conditions in which these contributions can be brought together efficiently and effectively.

*Having a potential contribution:* There are two contrasting imperatives here – first, most writers on co-production suggest that the notion of co-production is not consistent with citizens being forced to contribute, since this will alienate many potential contributors and may discriminate against those people who genuinely have little contribution to make. However, a second imperative comes from the disability movement, which has insisted that there are very few people who have absolutely nothing to contribute to society, and that it is irresponsible and disrespectful to citizens if public services do not to seek out what that contribution might be and ensure it can be made. From this perspective, therefore, it is best to start from the assumption that most citizens have something to contribute in co-production.

*Willingness to contribute:* It may well be that certain service users or citizens within a community or service professionals do not feel comfortable with co-production – they do not accept the notion that valuable contributions can be made to services and to publicly-desired outcomes by BOTH citizens and staff. However, while individuals may harbour these attitudes, it seems unlikely that such views will characterise a whole service, locality or community, so that willingness to contribute is likely to be quite general.

*Conditions under which a contribution can be made efficiently and effectively:* There is a rather sparse literature on the pre-conditions which both citizens and professionals expect to be in place before they can make their contributions in the optimal way. This overlaps with the literature – considered later – on the organisational obstacles which may make co-production less possible or effective.

*Which sectors are most appropriate for co-production?* The co-production case studies compiled by Governance International (<http://www.govint.org/good-practice/co-production/>) show that co-production approaches already exist in virtually all sectors, starting from adult care and health to culture, local environment and local transport. However, there have been suggestions that co-production may be more appropriate in personal services than in transactional services. For example, Needham and Carr (2009: 5) argue that the nature of adult social care makes co-production particularly apt (although there are distinctive challenges to its implementation, even in this sector). They argue that co-production is especially relevant for areas in which services are “individualised, site-specific and of sustained importance to people’s lives, requiring ongoing dialogue between many people and agencies and frequent review.” They suggest that adult social care services meet all of those criteria - people who use services are by necessity strongly involved in the production of their care, so that the idea that they are passive consumers of services produced for them by others are particularly inappropriate. Another stream of literature points out that technology trends create new opportunities (Kannan and Chang, 2013) and that this means that even transaction-based services can be ripe for co-production. An interesting example is given by the analysis of real-time traffic data, partly provided by drivers as they drive, by the British Columbia Ministry of Transportation to create a picture of driving conditions which is updated in real time (Deloitte, 2008).

However, another way to look at this question is to ask which services or outcomes are likely to benefit from each of the four components of co-production?

- *Co-commissioning and co-design*: all services or outcomes about which service users, neighbourhood groups or communities of interest are knowledgeable and where they are interested in influencing the priority given by public agencies, the design of the service or the arrangements for its provision.
- *Co-delivery*: all services or outcomes where services users and their support networks, neighbourhood groups and other communities of interest could carry out activities which would support the outcomes or reduce the costs of the service.
- *Co-assessment*: all services or outcomes where feedback from those affected by the service would be valuable to service commissioners and providers.

It is likely that not all these components of co-production will be important in any specific service situation. However, from this perspective, most public services are likely to benefit in at least some respects from co-production, although the specific form which co-production can most valuably take may vary from user group to user group, place to place and time to time.

*Is co-production more likely to occur in some neighbourhoods more than others?* The evidence from citizen surveys carried out in 2008 in five EU countries (Loeffler et al. 2008) and more recently in five local authorities in England and Wales (Bovaird et al., 2015) suggests that there is no strong geographic pattern of those who are most likely to co-produce. However, levels of social capital vary significantly from neighbourhood to neighbourhood (De Hart and Dekker, 2003; Neutens et al., 2013; Baum et al., 2009). This suggests that all neighbourhoods are likely to benefit to at least some degree from co-production, but the nature and scope of that co-production may differ greatly between neighbourhoods.

*Is co-production more likely to benefit the better-off, better educated social groups?*

This is a concern frequently expressed in the literature. A key element in this concern is that a) better-off, more educated social groups are more likely to become active as co-producers and b) the benefits of co-production are likely to be most available to educated, articulate and self-confident service users, so that a move to co-production would further worsen inequalities in service usage and service outcomes.

However, the data from five national citizen surveys on public service co-production in the fields of community safety, local environment and health undertaken in the UK, France, Germany, Denmark and the Czech Republic in 2008 (Loeffler et al, 2008) and a recent representative citizen survey on public service co-production in older and young people services carried out in Germany in July 2014, suggest that the correlation between the level of education and level of co-production is very weak. This was further corroborated by a study of five local authority areas in England and Wales in 2011-12 (Bovaird et al., 2015).

A similar lesson is provided by a recent study using a randomised field experiment involving more than 600 families in a Danish local authority, which provided targeted language support for immigrant children whose parents did not speak Danish as their first language (Jakobsen, 2012). The project was designed to encourage parents to help their children to improve their language skills, using a variety of materials and activities provided. The results showed that the public sector support had a positive effect on co-production for the families with the greatest need for the service and time resources - and this did not simply arise from childcare employees concentrating their efforts on the families with the greatest needs.

*Does co-production require different types of interventions in different types of neighbourhoods?*

The literature stresses that co-production is based on relationships between citizens and the service professionals providing services (Bovaird, 2007). Over time, these relationships become personal, as well as arising from the requirements of the organisational set-up (for an example, see the All Together Now project in Swansea –

<http://www.scie.org.uk/publications/guides/guide51/practice-examples/all-together-now.asp>).

Making use of these personal relationships is a key element of the 'relational state' (Muir and Parker, 2014), which forges deeper relationships between staff and service users, allowing for more intensive and personalised engagement. Moreover, this responds to the increasing demands from citizens for more relational forms of provision, involving more personalised services, with greater consistency of personnel, staff with stronger interpersonal skills and access to one-to-one guidance to help them to navigate fragmented public service systems. In short, citizens want their relationships with services to be empowering, both individually and collectively, and based on shared institutions, so that neighbours can develop stronger relationships with each other (Muir and Parker, 2014: 2).

It is the personal nature of these relationships which allows the hidden capabilities of citizens – and the hidden capabilities of staff, too – to be identified and utilised. This is one of the key mechanisms for increasing the benefits from co-production. Where the benefits of co-production are based on fostering and utilising personal relationships, they are likely to be non-replicable by standardised service delivery mechanisms. As Locality (2014:18) suggest: “specialisation and standardisation lead to services that match the convenience of the commissioner, or sometimes the provider, not the variety of the need”, so that they actually produce diseconomies of scale.

Bovaird (2014) argues that the increasing use of these under-utilised (indeed, often ignored) capabilities, generates ‘economies of scope’ – i.e. where unit costs of a service fall because fixed costs are spread over a wider range of related services provided. He suggests that the importance of economies of scope in public services has probably been greatly under-estimated in the past by government, which has rather tended to focus on economies of scale – this, in itself, may be one of the reasons why the potential of co-production has often been under-estimated. Since the ability of co-production to generate economies of scope depends on the specific relationships between service users, their communities and public service staff, promotion of co-production is likely to require different approaches in different neighbourhoods – and, indeed, different approaches with different service users, their support networks and communities. This reinforces the conclusion reached earlier that co-production can be ‘scaled out’ but not necessarily ‘scaled up’.

A critical element in promoting co-production is mapping of the current state of self-help and self-organisation and comparison of these to the level of needs, so that potential co-production opportunities can be identified. This is where many UK strategic commissioning approaches fall down at the moment – instead of focusing on ‘needs and capabilities’, most Joint Strategic Needs Analysis (JSNA) has focused on assessing the needs in an area but has failed to map the ‘assets’ or potential contributions of citizens. Since these will differ greatly from place to place and from community to community, the potentially valuable co-production initiatives which can draw upon these capabilities – and help to build them up further - are also likely to differ greatly. This is in line with the international evidence that there is considerable variation in social capital between neighbourhoods, even in the same area (De Hart and Dekker, 2003; Neutens et al., 2013; Baum et al., 2009). Moreover, the kinds of co-production initiatives which are needed will probably change over time, as capacity for self-help and self-organisation grows (or is dissipated). Consequently, a ‘needs and capabilities’ assessment must be more

differentiated between communities and must be updated more frequently than the current JSNA.

*How can local authorities work with local people to achieve the community vision for co-production?*

There is no single recipe for this available in the literature. Indeed, the answers to the previous questions suggest that how local authorities work with local people to achieve the community vision for co-production needs to be adapted to local circumstances, and to differ from community to community and over time. Because co-production is genuinely JOINT between citizens and service professionals, its form, functioning and change trajectory cannot be dictated by one party alone, but must be negotiated by all and adapted over time. This will entail building co-production into the commissioning vision and processes, into procurement and into the contracts with service providers – but the ways in which this is done is likely to vary greatly within and between local authorities.

*What are the barriers to co-production – and how can they be overcome?*

Research has shown that powerful cultural and systemic barriers exist, which prevent co-production from breaking into the mainstream and from being integrated more deeply in public services (Bovaird and Loeffler, 2012). NESTA (2011) has summarised these barriers as:

- **Funding and commissioning barriers** – while funders and commissioners tend to look for achievement of specific objectives and narrow performance indicators generated from a correspondingly narrow range of proposed activities, the concept of co-production often encourages the consideration of a broad range of activities which might deliver outcomes. This particular barrier to co-production may be partly tackled through the growing move to outcomes-based commissioning.
- **Difficulties in generating evidence of value from co-production for people, professionals, funders and auditors** – co-produced services often have effects which are long-term and complex. New ways to account for value in accounting and performance management systems, and of building a business case which convinces key stakeholders, may be needed if the potential contribution of co-production is to be fully appreciated.
- **Difficulties in aligning funding streams with the value-added by co-production** – co-produced services often incur costs in one service but benefits in others. If the

organisations which gain in this set of inter-twining activities are not prepared to meet their share of the costs, co-production is likely to remain at a sub-optimal level.

- **Need to develop the professional skills to mainstream co-production** – co-production requires new skills, including being able to see and harness the assets that people have, making room for people to develop for themselves and using a wide variety of methods for working with people rather than processing them. This is likely to require changes to the way professionals are trained, recruited, developed and performance managed.

To these barriers, we can add:

- **Risk aversion** – co-production is still seen as highly risky by many politicians, managers and professionals, as the behaviour of the co-producing users and citizens is less understood and seen to more unpredictable than that of more passive users. However, it needs to be recognised that existing services also carry substantial risk, often only sketchily understood by the public sector, which calls in question whether some of the presumptions of increased risk through co-production have any substance (Bovaird and Quirk, 2014). Rather than trying to avoid all risks, a risk enablement strategy would ensure that risks are accepted where their likely pay-off (to service users, as well as public organisations) is significantly greater than the downside if things go wrong. Furthermore, it may be important to find specific ways of overcoming the risks attached to the separate components of co-production (co-commissioning, co-design, co-delivery, co-assessment), since these may have significantly different impacts on community resilience and social capital (Bovaird and Quirk, 2014), which in turn will change the level of risks faced by service users and the community.
- **Under-developed service user information systems** – these are often still very primitive in the public sector, compared to many private sector organisations (e.g. the information system behind the Tesco Clubcard), so that tailoring co-production offers to the needs and interests of specific service users and other groups of citizens, is still the exception rather than the rule (Carr, 2012). This is often compounded by concerns about potential issues of personal data protection (even when citizens might be very willing for such data to be collected and shared). The development of Customer Insight approaches into fully-fledged Customer Relationship Management systems

may be needed to allow targeted marketing of co-production to those citizens most likely to find it attractive (King and Cotterill, 2007).

- **Professional reluctance to lose status** – not only are the skills for co-production lacking inside public service agencies, sometimes the willingness is missing also, particularly where professionals or managers fear they might lose status or cede power in their relationships with service users and their networks (Shakespeare, 2000). Co-production is most likely to succeed if it seeks ‘win-win’ situations, where possible targeting those professionals already committed to this way of working and bringing in those who are most willing to learn.
- **Political reluctance to lose ‘control’** – it is not only managers and professionals who think that co-production may undermine their power; sometimes elected members also see it as losing ‘control’ over the service (OECD, 2011: 8). Giving members the motivation to act as visible community champions and mobilising citizens to undertake co-production, may be important to gain the support of at least a powerful group of local politicians.

Where these barriers are in place, a culture shift may be needed to give co-production any chance of success, not just staff retraining, a new performance management system or awareness-raising seminars for elected members. However, a total cultural shift may not be needed – organisations have many cultures, so it may be more a matter of finding and giving more prominence to that part of the organisation which already has this culture of promoting co-production.

For all the interest since the early 1980s in user and community co-production of public services, there are still few examples of co-production being mainstreamed and deepened and widened across public services. Moreover as NESTA (2011) notes, evidence is still weak on how this might best be done – i.e. by growing successful co-production initiatives, whether in the same organisation but in other services, or in the same service but across other organisations and geographical areas. This may be because the above barriers are still very large in many organisations. However, it may also be that the very newness of the approach (at least, as seen by many staff) may mean that there is not yet an appropriate portfolio of tools for ensuring that it is more widely understood and tried out. Consequently, there is still little evidence as to whether co-production can deliver savings, better outcomes or build social capital when deepened and widened in practice.

## 5. Research Question 4: How to achieve direct involvement of communities in co-production?

*What are the main approaches used by local authorities (or similar bodies) to involve citizens and communities in the production and delivery of services, both within the UK and further afield?*

There are many different approaches available for involving citizens and communities in public services, which have been researched in different countries at different times for different purposes (Lowndes et al., 1998; Gaventa, 2004; Leach et al, 2005; Pratchett et al, 2009; EIPP, 2009). This research covers both the encouragement of citizen involvement in order to improve services but also, through getting citizens to engage more in co-production to enhance the overall process of community governance. There is a very strong overlap between approaches to encourage co-production and approaches to encourage citizen participation and involvement more generally. We signpost the literature available on those approaches, within the four different phases of co-production: co-commissioning, co-design, co-delivery and co-assessment.

### Co-commissioning

A recent report from nef (2014) summarises a range of approaches to co-commissioning in UK public services. It draws upon these to recommend a nef co-commissioning framework for outcomes and co-production.

A particularly strong example of co-commissioning with a deep-rooted co-production agenda is given by the recommissioning and transformation of Services for Young People in Surrey County Council (Bovaird and Loeffler, 2014).

The Cabinet Office (2012) has published a set of interesting case studies of community commissioning, drawing on the experience of nine English Local Integrated Services areas, an initiative with roots in the USA which was championed by the Cabinet Office during 2011-12.

In 2010, Joseph Rowntree Foundation and Age Concern London came together to explore the experience of service users and commissioners and to produce a 'think piece', which described and sought to unravel a more complex and subtle set of processes that impact on the ability of commissioners to involve service users. They suggested a series of principles and elements

that could make user involvement in strategic commissioning a reality (Sexton and Schehrer, 2010: 10) – the two key principles being that:

- service users could and should be involved in each stage; and
- there is discussion and agreement at each stage of the commissioning cycle of the purpose, role and boundaries of authority of both service users and commissioners.

### Co-design

Bradwell and Marr (2008) have produced a Demos report on *Making the most of collaboration: an international survey of public service co-design*, which valuably sets out the results of a large-scale international survey with over 450 public service practitioners on the extent of and approaches taken in public service co-design.

Durose et al. (2013b) have provided a list of do's and don'ts for involving citizens in the design and delivery of services (although they focused mainly on health and social care):

- Do trust and value people.
- Do be clear on your ask/offer.
- Do be creative.
- Do positively inspire people with what can be done
- Don't think you're in charge.
- Don't second guess.
- If you want to talk about services, don't start the conversation by talking about services.
- Don't treat citizens like children.

Briggs and Lenihan (2011) describe the co-production approach to service design and redesign in Canada and suggest lessons for Australian public services.

### Co-delivery

While there is a huge range of case studies on different approaches to co-delivery of public services and outcomes (many of which have already been referred to in this Briefing Note), there is no single source in the literature which lists and classifies these approaches. This highlights that much of the attention in co-production has been paid to bringing service users and other citizens into 'thinking about' and 'talking about' services, rather than 'doing services'.

The closest to a text on co-delivery is Alford and Flynn (2013), who provide a classification of the different sources of value stemming from external delivery of public services, including through the co-production mechanism. In Table 3 we depict their arguments in relation to outsourcing and partnership and show how they might be extended to the case of user and community co-production. In each case, we show the likely applicability of different value adding factors (for outsourcing and partnership, this is taken directly from Alford and Flynn; for co-production, we have extended their analysis on the basis of our own research and experience).

**Table 3: Sources of value deriving from externalisation (Source: Adapted from Alford and Flynn, 2013, Table 2.2)**

Sources of value	Applicable to outsourcing	Applicable to partnership	Applicable to user and community co-production
<i>Economies of scale</i>	✓✓	✓	X
<i>Economies of scope</i> <ul style="list-style-type: none"> <li>• unused/underused capacity in citizens</li> <li>• unused/underused capacity in agencies</li> <li>• producing by-products</li> <li>• carrying out multiple functions</li> <li>• appropriate sequencing of activities with clients</li> </ul>	✓✓	✓	✓✓
<i>Specialisation</i> <ul style="list-style-type: none"> <li>• allowing expert staff or citizens to specialise</li> <li>• knowledge of users or community</li> <li>• accorded legitimacy by users or community</li> </ul>	✓✓	✓	✓✓
<i>Flexibility</i>	✓✓	✓	✓✓
<i>Complementarity</i> <ul style="list-style-type: none"> <li>• interdependence</li> <li>• giving up behaviours which undermine the common interest</li> </ul>		✓✓	✓✓
<i>Innovation and learning</i> <ul style="list-style-type: none"> <li>• experience curve</li> <li>• innovation through cross-fertilisation</li> <li>• learning from partners</li> </ul>	✓	✓✓	✓✓

Key:            ✓ denotes potential for some value added through this factor  
                   ✓✓ denotes potential for major value added through this factor  
                   X denotes potential for some negative value added through this factor

A key way in which co-delivery may make a major difference to publicly-valued outcomes is through behaviour change – behaviour by citizens and communities, on the one hand and by staff and politicians in the public sector on the other. One particularly important form of behaviour change that public services are trying to effect with co-production approaches is to end the ‘dependency culture’, i.e. the expectation that there will always be a service or solution provided by the state, and to bring about an understanding that the individual and/or family will have to contribute to their own improvement (Mangan and Goodwin, 2014). Another key form of behaviour change is to prevent problems from arising, often through early intervention, where the intention is to encourage more functional behaviours by both citizens and staff before problems emerge, behaviours which are likely to become embedded and delay or eliminate the onset of the problems concerned. Whether or not people are willing to develop and embed these more ‘functional’ behaviours may have major consequences on future public sector outcomes achieved and costs experienced. The contribution made by citizens in terms of ‘conforming’ to the desired behaviour change is an aspect of ‘co-delivery’ of future outcomes. Of course, a difficult aspect of early intervention is that, by definition, it takes a rather long time to gather evidence as to whether it works. Interestingly, some behaviour change initiatives do not simply rely on ‘volunteer’ compliance but now also give resource-based incentives to those who can demonstrate behaviour change (e.g. by allowing ‘troubled families’ to have more say in the use of the public sector budgets which are dealing with their problems, if they can show they have responded to the expectations of the public services concerned or, to use another example, through reduced energy bills if households invest in insulation), although Mangan and Goodwin (2014) comment that this has not proved a resounding success in most places where it has been tried.

## Co-assessment

Again, there has been relatively little academic research on co-assessment. The most relevant article is Keast and Waterhouse (2006) on participatory evaluation in the context of Australian public services. They present participatory processes, including participatory evaluation, as key strategies to enhance the uptake of social and organisational change initiatives in public services.

*Are there particular characteristics or organisational features of local authorities that make them more or less effective than other organisations at engaging with their communities in designing solutions to social issues?*

There is very little research on whether one organisational type is more or less likely to be willing or effective in user and community co-production of public services and outcomes. However, there are widespread claims that the third sector is likely to be more effective in engaging citizens in co-production – see Pestoff et al. (2012).

There is also some research (e.g. Ramirez, 1999; Roser and Samson, 2009) which suggests that the private sector may be more enthusiastic about achieving co-production (particularly because of its cost reduction potential but sometimes also because of its ability to generate imaginative ideas for service design) – but that it may find it more difficult than public and third sector organisations to get the public to engage, given that its motives are seen as commercial, rather than purely ‘public-spirited’.

There has been much research on how local government tries to engage with its communities – a good summary is available by Sullivan (2008), based on a major study of the local government modernisation agenda in England. However, this literature generally does not argue that local government has any special advantages in engaging with the public – only that it must do so, in order to carry out its various remits effectively. The only research which might suggest that local authorities may have particular advantages in promoting co-production is Bovaird (2014), who argues that the multi-purpose nature of local government allows the achievement of economies of scope, which are likely to be attractive to service users and other citizens.

## 6. Research Question 5: How to make ‘co-production’ approaches work?

*What are the requirements in terms of skills, resources and activities at local authority level?*

There is, as yet, no definitive study of the skills and resources needed for co-production, either at the level of individual skills of staff or the organisational culture(s) likely to support more intensive use of co-production. Durose et al (2013a) summarise from the literature that individual skills needed for co-production may include “individual co-ordination, personal advocacy, financial support, community development” (Bartnik and Chalmers 2007, 38); “part good neighbour, part facilitator, part advocate, part support-worker” (Poll, et al., 2006 and new forms of brokerage (Spalek 2011).

Carr (2012), in summarising the requirements for personalisation to work more effectively, also covers factors which are likely to be relevant for effective co-production, majoring on organisational factors. Citing Beresford and Andrews (2012), she highlights in particular more support for user-led organisations; a skilled workforce with better training, support and supervision; the need to avoid poor preparation and to put right inadequate support infrastructure; and more support for the role of Personal Assistants. She emphasises that staff cultures and leadership have to become appropriate and that there is a need to reduce unnecessary process and to increase flexibility. Finally, she agrees with Slay (2011: 3) that there is an overwhelming lack of long-term, reflective or qualitative assessments of economic analyses of co-production approaches.

*What aspects of co-production approaches are potentially applicable (or not) in Wales?*

There is no research which suggests that the potential for deeper or wider co-production is country-specific – the EU survey in 2008 did detect differences in co-production between the five countries surveyed (UK, France, Germany, Denmark, Czech Republic) but these differences (although statistically significant) were quite small in policy terms (Loeffler et al, 2008).

Nor have we found any research on whether co-production is likely to be more or less applicable in small countries rather than large, bi-lingual countries rather than mono-lingual. It seems likely that differences in the applicability of co-production within Wales are likely to be much more important than differences between Wales and other countries in Europe or further afield.

Consequently, the main issues in transferability are likely to be those dealt with above, in terms of which services, outcomes, communities, social groups or localities are most likely to be suitable for cost-effective application of co-production approaches.

## 7. Potential areas for further research

At various stages of this Briefing Note we have highlighted gaps, ambiguities or conflicts in the literature on user and community co-production. This suggests the need for further research. The particular topics for research will depend on the interests of the commissioning body but a range of potential research topics present themselves from the earlier analysis of the evidence. Most are in line with the research agenda proposed by Loeffler (2009) for LARCI, upon which we draw here.

The first challenge for the research community, think tanks and local government umbrella organisations is to find mechanisms and a language to make professionals more aware of the concept of co-production and to help them understand why it is becoming more prevalent in policy and practice. This may mean that co-production has to be relabelled and better explained, so that it becomes clearer to these stakeholders, especially councillors. In particular, it is important that both professionals and councillors understand more clearly how different public services are already supported by co-production and where and why co-production could be deepened and widened.

Second, our knowledge of co-production requires more qualitative and quantitative research on the perceptions, expectations and risks associated with personal and community co-production of different professional groups in local government. In particular, we need to learn more about:

- What different stakeholders, especially councillors, understand by the concepts around 'co-production', 'co-design', 'co-commissioning', 'co-delivery', etc?
- What are the sources of resistance to the concept?

From the point of view of co-production by individual service users and their communities, useful research could explore:

- What incentives are most effective and appropriate at encouraging co-productive behaviours?
- How can the workforce challenges of co-production be effectively mapped? What sorts of professional development resources are required to support staff in their roles as co-production facilitators?
- How far can the personal budget-holding model be applied to other services?

- How can new technological solutions (tele-health, tele-care, online brokerage and support services, and social media) best support co-productive approaches?
- How can service users and organisations best balance safeguarding with risk enablement?
- What does co-production experience in the UK and internationally tell us about how to use co-production to tackle inequalities and avoid reinforcing them?
- Does positive experience of co-production by services users and communities lead to greater civic participation more generally?
- How do different forms of co-production build trust and solidarity in communities?
- How can co-production approaches, and the involvement of active citizens, challenge anti-social norms and boost community outcomes?
- What are the barriers to rolling out more radical forms of co-production such as participative budgeting? How can resistance within traditional local government structures be overcome?

From an efficiency perspective, it would be valuable to have more research on:

- the resources which users and communities can bring to services – and how to measure the value of these resources;
- the broader benefits from co-production, so that they can be measured and incorporated into efficiency analysis – in particular, what is the social, economic and environmental value added from co-produced services?
- the costs of co-production to all stakeholders involved and how these costs might be reduced;
- how citizens can be involved in the de-commissioning of services in meaningful ways;
- how co-production of public services can support ‘digital by default’ to reduce council costs;
- how behavioural change approaches can encourage service users and all other citizens to contribute more to their own health and wellbeing, reducing the need for public care;
- how the efficiency gains from co-production can be more clearly measured and reported;
- how citizens can be brought in more effectively to co-assess efficiency and effectiveness of public services; and
- how organisational design, particularly of local government, can promote or hinder co-production.

Finally, and perhaps most importantly, we have argued earlier that the level of user and community co-production in public services may well be much higher than is realised by public sector managers – it would be valuable to know how these champions who embed co-production in their practices came to learn about co-production, how they became convinced of its potential and how they pass that knowledge on to others. These learning mechanisms could be key to the future dissemination of the co-production approach.

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## 9. Resources

### Co-production Toolkits

Co-production Star (*Governance International*) - <http://www.govint.org/our-services/co-production/>

Spencer, M., Dineen, R., and Phillips, A. (2013). *Co-producing services, co-creating health*. Tools for Improvement No. 8. NHS Wales: 1000 Lives. (Available at: <http://www.1000livesplus.wales.nhs.uk/sitesplus/documents/1011/T4I%20%288%29%20Co-production.pdf>)

### General websites on co-production

Helen Sanderson Associates - <http://www.helensandersonassociates.co.uk/reading-room/how/person-centred-practice/co-production.aspx>

Social Care Institute for Excellence (SCIE) - <http://www.scie.org.uk/key-topics/co-production>

NESTA - <http://www.nesta.org.uk/publications/co-production-catalogue>

Spice - <https://www.youtube.com/watch?v=vugLEaEcBR0>

Timebanking UK - <http://www.timebanking.org/about/timebanking-resources/research/co-production/> <http://www.nesta.org.uk/publications/co-production-catalogue>

### Organisations specialising in co-production of public services

*Co-production Wales (All in this Together)* - <https://allinthistogetherwales.wordpress.com/>

*Co-production Training UK* (The training and consultancy arm of Co-production Wales) - [www.coproductiontraining.com](http://www.coproductiontraining.com)

*FutureGov* – <http://wearefuturegov.com/> (See especially <https://www.casseroleclub.com/>)

*Governance International* [www.govint.org](http://www.govint.org)

*new economics foundation (nef) - [www.neweconomics.org/](http://www.neweconomics.org/)*

*Participle - <http://www.participle.net/>*

*Scottish Community Development Centre (SCDC) – [www.scdc.org.uk/](http://www.scdc.org.uk/)*

*Scottish Joint Improvement Team (JIT) – [www.jitscotland.org.uk/](http://www.jitscotland.org.uk/)*

*Think Local Act Personal (TLAP) – [www.thinklocalactpersonal.org.uk/](http://www.thinklocalactpersonal.org.uk/)*

*Working With Not To - [http://www.scarletdt.com/wp\\_WWNT/about-us/what-we-do/](http://www.scarletdt.com/wp_WWNT/about-us/what-we-do/)*

## **Co-production networks**

*new economics foundation (UK wide)*

<http://coproductionnetwork.com/>

*Scotland*

<http://www.coproductionscotland.org.uk/resources/useful-links/>

*TLAP (Making It Real - England)*

<http://www.thinklocalactpersonal.org.uk/browse/mir/>

*Wales*

<http://coproductionnetwork.com/group/walescoproductiongroup/>

<http://allinthistogetherwales.wordpress.com/>

<http://participationcymru.wordpress.com/2014/05/28/may-regional-participation-networks-co-production/>

*West Midlands*

<http://www.govint.org/about-us/who-we-work-with/west-midlands-co-production-network/>