

CO-PRODUCTION IN HEALTH AND SOCIAL CARE IN SCOTLAND

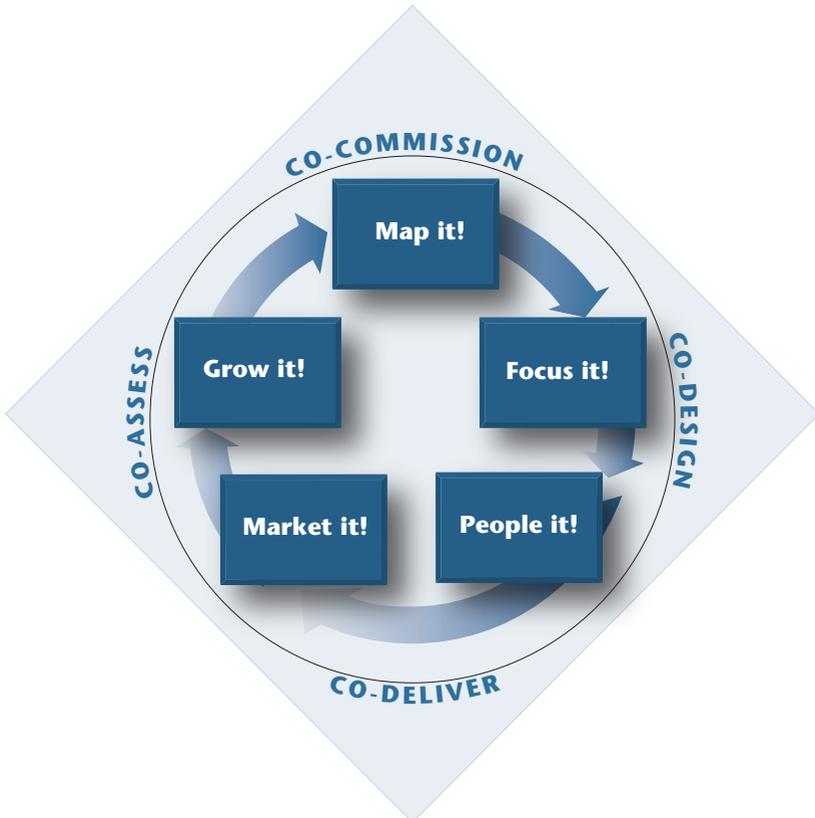
Report on the Co-Production Star Training Programme by Governance International and the Joint Improvement Team



CO-PRODUCTION AND COMMUNITY CAPACITY-BUILDING is core to the Scottish Government's vision for 'Reshaping Care for Older People'. They form one of the three Change Fund work-streams that NHS, local authority, third and independent sector partnerships are charged with delivering.

The *Scottish Joint Improvement Team (JIT)*, co-sponsored by the Scottish Government, the Convention of Scottish Local Authorities (CoSLA) and NHS Scotland, is supporting 32 partnerships in pursuing this agenda. In this role, the JIT commissioned *Governance International* to deliver three two-day training events in January 2012 on how to use the *Governance International Co-Production Star* to roll-out co-production across public agencies. This was followed by a further round of three intense one-day training workshops in April 2012. The first round of workshops were

Figure 1: The *Governance International Co-Production Star*



held in Glasgow, Aberdeen, and Edinburgh, whilst the April workshops were hosted by the Argyll and Bute Partnership, the Scottish Borders Partnership and NHS Tayside.

Governance International promotes ways of achieving the outcomes that matter to citizens. It has developed the Co-Production Star as a co-production model and change management tool in public services. It is aimed at equipping commissioners or providers of public services to work effectively with people who use services, along with their carers, families, friends and social groups. This approach requires pro-active management of organisational change within public agencies and third-sector organisations as well as changes to the behaviour of citizens.

The Co-Production Star demonstrates different ways into public service co-production. The outer ring shows the Four Co's of co-production, including co-commissioning, co-design, co-delivery and co-assessment of public services. The inner ring outlines our 5 Step Public Service Transformation Model for rolling out co-production across the organisation and its partnerships. This involves mapping existing co-production initiatives, focussing on those with the highest impact, involving the right people, inside and outside your organisation, who can make the strategy succeed, marketing it to the sceptics and growing it within and beyond your organisation.

The key issues addressed at the training events were :

- Why do co-production ?
- The principles of co-production ;
- The benefits, risks and limits of co-production ;
- The 'Four Co's' of the Co-Production Star as co-production approaches ;
- How can organisations and their partners use the 5 Step Transformation Model of the Co-Production Star to understand :
 - How are they are doing ?
 - What they should focus on ?
 - Who will do it ?
 - How they will get culture change ?
 - How to roll it out ?
 - Developing an action plan for their organisation to put this into practice.

The workshops provided a clear understanding of what co-production can achieve and how it is being used on the ground to achieve improved outcomes and high quality services. They also showed participants how to fit co-production naturally and sustainably into their own organisations and partnerships.

The workshops were delivered by Elke Loeffler (Chief Executive of *Governance International*), Tony Bovaird (Director of *Governance International* and Professor of Public Management and Policy at the *University of Birmingham*) and Frankie Hine-Hughes (Project Manager, *Governance International*).

Day one of the programme included:

- Why do co-production ?
- What co-production is and what it is not;
- How co-production works in practice;
- Case studies from across Europe on the “**Four Co’s of Co-production**”, including local case studies outlined by the participants themselves, a selection of which are included here.

Day two of the programme focused on the **Five Step Model** for rolling out co-production:

- **Map it** — understanding how are we doing;
- **Focus it** — prioritising existing and potential co-production activities;
- **People it** — deciding who we need to get on-board;
- **Market it** — how to incentivise and get commitment to co-production;
- **Grow it** — techniques to mainstream co-production.

Finally, participants developed action plans for promoting co-production in their own organisations and partnerships.

Key Lessons of the Workshops

At the start of each of the training programmes, participants responded to a number of key questions.

Table 1 : Your view of public service co-production ?
(Responses from participants at the three January workshops)

	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
Involving citizens in the design and delivery of public services will bring big efficiency savings	22%	46%	15%	17%	0%
Involving citizens in the commissioning and evaluation of public services will bring big improvements in quality	57%	39%	2%	2%	0%
Most citizens do not want to get engaged – only the usual suspects	2%	27%	5%	46%	20%
Public sector staff are keen to give citizens more influence on how public services are managed and delivered	5%	24%	14%	52%	5%
Citizens trust politicians to do what is good for their wellbeing	0%	7%	0%	64%	29%
Citizens prefer to pay higher fees and taxes rather than contributing themselves to improving outcomes	3%	15%	15%	61%	6%
Public sector managers already understand how their agency can help the public solve problems for themselves	0%	3%	7%	73%	17%

The results from the January workshops are shown in Table 1 – they indicate a strong consensus on a number of issues, particularly that:

- co-commissioning and co-assessment can bring service quality improvements;
- citizens don't trust their local politicians;

- citizens would NOT prefer to pay higher fees and taxes rather than contributing themselves to improving outcomes.

But perhaps the most relevant question for the seminar was the last one, where the responses show, almost unanimously, that public sector managers are believed not to understand how to enable service users and communities to tackle their own problems.

Table 2 : Your view of public service co-production
(Responses from participants at the three April workshops)

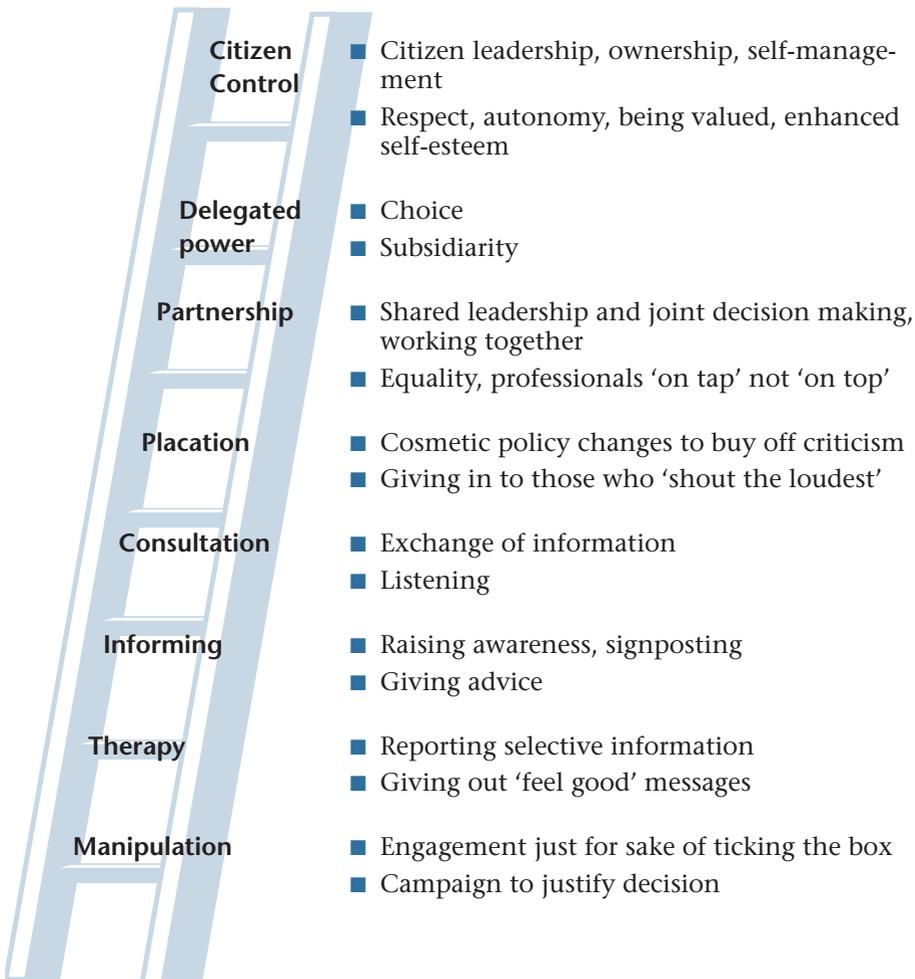
	Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
Involving citizens in the design and delivery of public services will bring big efficiency savings.	19%	61%	4%	16%	0%
Involving citizens in the commissioning and evaluation of public services will bring big improvements in quality.	28%	66%	2%	4%	0%
Most citizens do not want to get engaged – only the usual suspects.	2%	38%	2%	44%	14%
Public sector staff are keen to give citizens more influence on how public services are managed and delivered.	5%	35%	6%	52%	2%
Citizens trust politicians to do what is good for their wellbeing.	0%	2%	4%	55%	39%
Citizens prefer to pay higher fees and taxes rather than contributing themselves to improving outcomes.	2%	39%	19%	40%	0%
Public sector managers already understand how their agency can help the public solve problems for themselves.	0%	8%	10%	68%	14%

Table 2 shows that at the April workshops there was a similar consensus that co-commissioning and co-assessment would improve service quality. However, participants at these three workshops also felt strongly that co-

design and co-delivery would result in efficiency gains. There was a similar negative view of the public's trust in politicians. Interestingly, the April groups differed from the January groups in being polarised about whether citizens would rather pay more taxes than get involved themselves.

Ladder of participation

Participants discussed what they meant by the word 'co-production' and where they thought co-production fits within the 'Arnstein ladder of participation'. Some typical responses are given here:



So — what is co-production?

There are plenty of definitions of co-production around, as the concept has captured increasing attention. The *Governance International* definition is that co-production means:

‘Professionals and citizens making better use of each other’s assets, resources and contributions to achieve better outcomes or improved efficiency’.

It is therefore about ensuring the most efficient use of resources in both public services and society. **So why should we co-produce public services with users?** Well, people who use services often know things that professionals don’t and can make a service more effective just by going along with its requirements. Moreover, they often have time and energy they are willing to use to help others and can mobilise social networks and communities – in both cases, helping to improve services and quality of life.

This emphasis on users and communities is not to diminish the role of staff on the frontline and in the back office – they remain vitally important to services. However, with co-production they take on new roles in helping services users to help themselves and helping communities and networks to self-organise. It is this working together by professionals and citizens that can contribute to better outcomes or improved efficiency – or both.

Governance International stressed that the partnerships from which participants came should develop their own shared definition of co-production – then state it clearly to those they dealt with and stick to it! However, the term co-production should be reserved for situations in which there are high levels of involvement from service users and communities, along with high levels of professional inputs. High involvement from service users or communities alone is not enough – when coupled with low professional involvement, this is simply self-help or self-organising and NOT co-production.

What makes co-production different? Key features are that:

- Service users and staff are seen as possessing assets and capabilities that need to be realised rather than being regarded as passive consumers or workers.

- The relationship between staff and service users is collaborative rather than paternalistic.
- It focuses on delivering outcomes rather than a process focus of delivering services.

Benefits, limitations and risks of co-production

A key question about co-production is whether it means savings for the public purse or cutting public service jobs? The answer is that this sometimes can indeed happen – in *substitutive* co-production, public sector inputs are replaced with inputs that come from users and/or communities. This saves public spending – and eventually may mean that co-production replaces some public sector jobs. Obviously, an interest in the substitutive form of co-production has driven the interest of many government departments recently. Of course, if these jobs would have been lost anyway, because of public spending cuts, then the net effect of this kind of co-production is simply to protect the outcomes to users and citizens, as the public sector reduces its level of activity.

Moreover, there is another form of co-production, which can quite plausibly result in increases in public spend and public sector jobs – at least in the short-term. This is *additive* co-production, whereby professional support is added to what were previously simply individual self-help or community self-organising activities. An example would be where social care services begin to support carers who have been looking after needy social care cases without any state help. Here the outcomes for the carers (and probably for many of those cared for) can be greatly increased by relatively small amounts of public spending. Additive co-production requires an investment of public sector resources in order to realise improved gains over the long term – this may be less attractive to governments seeking to cut public spending but it may offer a potentially large increase in the quality of life of service users and other citizens, if grasped. Good examples of additive co-production are the Family Nurse Partnerships and the Food Train where with small amounts of public sector support a lot of extra resources of service users and communities could be released. As the strong evidence for both cases shows, such public sector seed-funding reduces public sector inputs in the medium- and long-term, as demand for high-cost care and health services is reduced.

Participants in the workshops discussed what they believed to be the most important benefits that can be accrued from co-production. They suggested the following:

Outcomes and quality of life benefits

- Happiness of users
- Augmenting the employability and skills of co-producers
- More rewarding for professionals as they feel more useful
- Preventing later needs
- Brings services closer to people's needs and lifestyles, and desired outcomes
- Shift in power
 - To users and carers
 - To frontline staff
- Promotes understanding and learning about needs, outcomes and services

Service improvement benefits

- Best possible service design
- Professionals are able to learn from people
- Increases choice
- Improves transparency
- Makes services more sustainable
- Encourages flexibility
- Joins up other strategies
- Increases scope for innovation
- Results in more realistic services as expectations are managed and understood

Social capital benefits

- Closer and safer communities – higher levels of social capital
- Reduces labelling
- Changing attitudes in civil society

- More openness
- Challenges an entitlement culture
- Challenges learned dependency
- In line with 'rights' approach
- Brings more shared ownership and understanding of responsibilities

Efficiency benefits

- Helps people to do more things for themselves and others without needing staff to help
- Allows people to offer their expertise to public agencies who don't have those skills

But beware ... co-production is not a panacea!

Of course, co-production is not a panacea for all the problems besetting the public sector.

Not everybody will WANT to co-produce – and they have a right to their view. (Of course, they may get much less out of a service if they choose to put less in).

Moreover, not everyone CAN co-produce (although it is intriguing to notice how stereotypes can mislead, so that many more people turn out to be able to make a valuable contribution than professionals and managers first imagine to be the case).

Co-production is therefore just one of many potential service models – the public sector needs to have available the whole range of models, if it is to be able to meet the individual and social needs it is trying to tackle. In particular, in transactional services – such as issuing a business license – co-production is often about e-government solutions and not so much about a new quality of personal relationships between staff and service users. However, e-government solutions do not just have to be about off-loading work to citizens – if they are co-designed with the target group designed they may improve the quality of life of users and help public agencies to save money as the case of *Online Free Schools Meals* demonstrates.

Moreover, there are a number of barriers to co-production, some of which may be very difficult to remove in specific situations. Workshop

participants were asked to document some of the barriers to co-production that they had come across. They highlighted the complicated procedures which were often needed to get anything done (or to allow anything to be done), the effect of transport costs and geography in reducing the mobility of users and other citizens who might otherwise be keen to help each other, the worry of many users about anything that might increase their costs, social barriers to interaction, and the deadening effect of financial austerity which ruled out even small spend which might have major impacts on people's quality of life.

Resources needed for co-production

When asked what are the main resources needed for co-production, participants highlighted the importance of the following:

- Good networks
- Energy
- Leadership
- Shared vision
- Confidence and commitment
- Money
- Time
- Resilience
- Compatible systems and processes

Interestingly, although finance was mentioned, it was rarely seen as the most important resource – and most of the resources in this list could be supplied by service users and their communities, as well as the public sector and the agencies which it contracts to deliver services.

The Four Co's in the Co-Production Star: Case studies of best practice

Co-commissioning

Co-commissioning builds into public services the priorities of people who use services, carers and other citizens. It can lead to more relevant services by allowing citizens to highlight the outcomes that are most important to them, which in turn lead to improved quality of life. It also potentially suggests cost reductions by highlighting lower valued services.

Elke Loeffler illustrated a case study of participatory budgeting (although she suggested a better term would be 'citizen priority-setting') in Berlin-Lichtenberg, German. Here multiple channels (meetings, postal voting, online voting) were used to ensure that a significant proportion of the local population got involved in saying what services were most important to them and which service improvements should have priority. Especially important was that citizens were encouraged to talk about their priorities in the service areas that mattered to them (not in those they know little about, as in many 'participatory budget cutting' approaches) and they were encouraged to discuss how their contributions to make up for any public funding reductions which might have to occur in the services which they valued.

The *Friday Night Initiative* at Pollok Library and Leisure Centre in Glasgow was highlighted by one of the workshop participants as a shining example of the benefits of multi-agency partnerships and co-producing with communities, including both co-commissioning and co-delivery. The initiative was initially developed through community safety funding for diversionary youth activities. Street work teams made contact with those young people who were traditionally hardest to reach. A team of youth workers, librarians, sports coaches, police officers and youth justice workers worked with young people to plan attractive alternatives to hanging around the streets. Young people have been consulted about future programmes during school holidays, outdoor education opportunities and youth health services. Young people and local police officers reported reductions in the incidence of youth disorder and more young people were making use of the library and leisure facilities than before.

The Scottish Borders Council established a Youth Commission on Bullying in March 2011 as part of a youth-led policy making model. The

commission involved 12 Youth Commissioners aged 14-25, who live, work, or study in the Scottish Borders. The Commission was supported by an Advisory Board with representatives from: Youngscot; RespectMe; NHS Borders; Lothian and Borders Police; and Scottish Borders Council. The Youth Commission spent nearly a year gathering evidence from a wide range of organisations and individuals, including primary and secondary students, parents, teachers, police officers, and staff of anti-bullying services and local youth work organisations. The Youth Commissioners volunteered 3600 hours to the project. The Commission made 33 evidence-based recommendations to the council that covered: the way in which we understand bullying behaviour; strategies for raising awareness and prevention; education and training; strategies for the management, response, and recording of bullying behaviour; and how the policy should be implemented. These recommendations were approved and endorsed for development to policy. The Youth Commissioners found the experience very positive. For example, Liam Turnbull, 16, Hawick said that: “Being a Youth Commissioner has given me the opportunity to meet young people and to work alongside adults to create change in the future of children and young people in the Scottish Borders”. The project also won a CoSLA Bronze Award in the ‘One to watch’ category.

Co-design

Co-design is based on a simple premise – nobody knows better how public services should be designed than service users, their families, friends and community. Co-design is much more than traditional consultation – it involves seeing experiences of public services from the user and community point of view. This can result in revealing insights about what people want, and how information services (such as websites) can be made user-friendly and relevant.

The case study of Stockport Council’s My Choice, My Care website in the Adult Social Care Directorate showed how co-design can transform a website. Following a service review in 2007 the existing website was found to be not fit for purpose, resulting in many unnecessary and poor quality calls to the councils contact centre – wasting everybody’s time and resource, and leading to stress for social care users and their carers and families. The council decided to use a co-design approach to re-launch their site – creating a feedback forum and using mystery shoppers. The

new website featured information which service users, their families and friends said they needed, presented in an understandable form. The new website has resulted in estimated savings of £300,000 p.a. Valuably, it is also reducing stress for service users, and their families and friends, and enabling users to make informed decisions about their future. Go to www.govint.org/good-practice/social-care/ for more information on this co-design case study.

Co-delivery

Co-delivery involves citizens taking part in the delivery of public services. This means that services benefit from their unique knowledge, expertise and skills. For instance ‘expert patients’ often know how best to manage their long-term conditions and can pass this knowledge and specific tips onto others.

Moreover, most services are not likely to be effective without the cooperation and commitment of service users and their networks. In health and social care, this can be as simple as eating and drinking healthily, exercising regularly, undertaking opportunities to learn and keep an active mind, and taking medication regularly in line with instructions, which all have recognisable long-term benefits. Therefore major improvements in patient outcomes and service efficiencies can be garnered through effective co-delivery.

The case study of the Environmental Champions project organised by the Metropolitan Borough of Solihull showed how the council worked with local people, businesses and schools to transform the environments of neighbourhoods in the borough. In Solihull this simple idea has grown so fast that now more than 250 citizens work with the project to tackle problems such as graffiti, and littering that often can create a ‘broken window’ effect. The project started in the most disadvantaged areas of Solihull but has now spread through the borough. A strong and clear framework (a ‘co-production charter’) ensures that the champions are aware of the resources they can expect from the council – but also makes clear the responsibilities they have, too, e.g. to ensure they do things safely and report any problems they experience. The project has involved people of all ages – young people have enjoyed harnessing their energy and imagination, whilst also getting a chance to improve their employability. It has made a real difference to the environment in a number of neighbourhoods and the ownership that

comes with community action has ensured that the council needs to do less maintenance work. This means that, alongside increasing social capital and cohesion, the project has resulted in over £200,000 in savings. Go to www.govint.org/good-practice/neighbourhoods/ for more information on this co-delivery case study.

Some further examples of good practice in co-delivery were raised by workshop participants.

The Food Train – supporting local older people at home. *The Food Train* began following a community survey of older people that found many of them struggling with their weekly grocery shopping. To overcome this problem a partnership including local shops and volunteers was formed and began to make deliveries of fresh groceries to older people in need. The project began in Dumfries between 1995 and 2002 – but the potential for growth was obvious and its founders were later able to get a four year funding package from the Scottish Executive. Further support has since come from Community Food and Health Scotland, NHS Lothian, West Lothian Council, NHS Dumfries and Galloway, Galloway Council, Dundee Council, Stirling Council and Change for the Future, so the *Food Train* concept has been rolled out much more widely. *The Food Train* emphasises the values of: respecting individuals' right to dignity, choice and independence; delivering services with flexibility, and openness; respecting and valuing the contribution made by volunteers; and developing and valuing working relationships with community partners. More recently, the *Food Train* has also responded to needs for befriending and household support services for older people in order to enable them to live in their homes for as long as possible. Go to www.govint.org/good-practice/neighbourhoods/ for more information on *The Food Train*.

West Edinburgh Time Bank. Time banking involves participants 'depositing' time in a 'bank', accrued through providing practical help and support to other time bank members. They can then 'withdraw' their time credits to utilise skills and support offered by other participants. No pricing system exists in a time bank, with everybody's skills being valued equally at 1 hour for each hour's activity. Time banks typically have a range of objectives, including to promote wellbeing and improved outcomes (including health outcomes), foster social inclusion, promote dignity and independence and enable greater access to goods and services. *West Edinburgh Time Bank* members give and receive all sorts of services,

including gardening, sharing skills in music, knitting, using computers, carrying out simple repairs, ironing and running errands, and visiting people who need company. Go to www.edinburghtimebank.org.uk/ for more information on *West Edinburgh Time Bank*.

Lend A Hand – part of *Enable Scotland Fife Services*. *Lend A Hand* is a flexible family- and community-based short break care service to meet the needs of children and young people with disabilities within the area of Fife. Short breaks can be periods of days, evenings and overnight care which aim to provide support for families with children and young people with learning disabilities and give them rest from the demands of caring; provide a safe and secure environment for children and young people to spend time with another family; provide a mechanism for children and young people to build social networks and become fully included within the community; and promote disability awareness within society. Individuals are referred through *Fife Social Work Departments Child and Family Team*. Go to www.tinyurl.com/6oqc8ck for more information.

Co-assessment

Co-assessment brings citizens into the monitoring and evaluation processes of public services. This ensures more of a focus on the outcomes that people get from services rather than simply assessing the activities and processes of organisations. Co-assessment provides direct feedback of what users value, and what they don't.

Governance International highlighted a case study from the London Borough of Camden. Here a complaint from a resident which was posted on Twitter was fielded 'in real time' by the Camden Communications Team, who responded later that day, and then followed up the next morning to tell the resident that the problem had now been cleared up completely. This resulted in a highly appreciative 'tweet' to over a 1,000 followers and a blog from the person whose complaint had originally started the process. This is an example of how co-assessment by the public can be a key component of service monitoring. It also demonstrates how social media (and, indeed, ICT in general) can expedite immediate feedback at very low cost – and how positive publicity can be disseminated widely when the issues raised by the public are resolved. Go to www.govint.org/good-practice/interviews/ for more information on this co-assessment case study.

The Co-Production Star: 5 steps to putting co-production into practice

During the second day participants were trained in the *Governance International* Five Step Model for ensuring effective co-production.

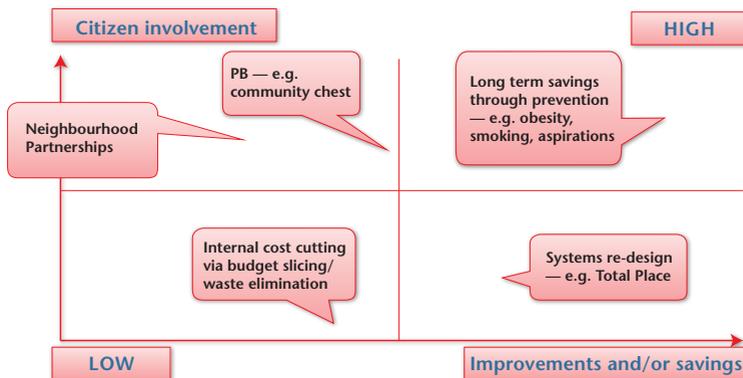
Step 1 — Map it!

The first step emphasises the importance of knowing where your organisation is with co-production before deciding where to go next. Participants worked with a shortened version of the *Governance International* Co-Production Explorer, with which they could map the level of co-production within different services or units of their organisation. Discussing their responses with other participants, this exercise also highlighted the potential for new co-production activities, either by identifying that other organisations were doing things which could be adapted or through the process of getting constructive advice from ‘critical friends’ in the discussion sessions.

Step 2 — Focus it!

The participants then engaged in exercises to focus upon the services where co-production is likely to work best. Participants worked in groups

Figure 2: Co-production Priority Matrix



using the *Governance International* Priority Matrix to prioritise existing and potential co-production activities in terms of level of investment, risk, savings, and improved outcomes. Figure 2 illustrates an example of a Co-Production Priority Matrix.

Step 3 — People it!

Co-production cannot involve everybody – at least, not straightaway. Therefore it is important to identify and work with the right people inside and outside organisations – people who are likely to make change take place – and to get them working with each other and with those target groups whose outcomes we want to improve.

Participants were asked to document which groups of people they believed were most likely to co-produce, those who were least likely and those likely to be most difficult to persuade of the merits of co-production.

Participants highlighted, as most likely to co-produce, groups such as activists, people in crisis or with high need and those who are committed to co-production or have had positive experiences in the past with co-production.

Those least likely to co-produce were highlighted as those feeling they have been coerced, people who have complex disabilities, people who feel helpless and who have low self-esteem, and people who have been let down in the past.

Finally, those regarded as likely to be most difficult to persuade to co-produce included professional staff (especially specialists and experts), and those budget holders who don't see the need for co-production.

The participants also completed a stakeholder matrix, in which they identified 'partners and champions' who have high interest and high power over a service – it is crucial to work with these people and to ensure they are happy with the strategy. (And also critical, of course, are those potential 'enemies' to a co-production strategy, who also have high power and interest in a service – they need to be watched so that the damage they do is minimised). In discussion, some groups were characterised as 'high interest – low power', including carers (paid and unpaid), most service users groups and activists in many groups and organisations. However, it was recognised that, because of their high interest, many people in these groups could find ways of increasing their power (e.g. by mobilising local politicians or the media), so it is necessary to ensure that they are kept 'on

board'. Finally, it was identified that the broader public may often be seen to be part of the 'silent majority', with relatively little interest or power in a service – but it is important to keep track of what they think (and to try to correct serious misconceptions they may have), as their views influence those of decision makers.

A practical way of identifying and recruiting the right people to work with in taking co-production forward is a Capabilities Assessment, a tool which *Governance International* is currently developing with Walsall Social Care and Inclusion Directorate. This involves going beyond the traditional Needs Assessment, which focuses on the deficiencies in the lives of potential service recipients and concentrates instead on mapping the interesting and valuable activities that people are doing already, what they could do if encouraged, and whether they are prepared to share their capabilities to help others. When these capabilities have been identified, the tool then seeks out appropriate 'matches' – people or organisations which can make good use of these capabilities of service users so that service outcomes can be improved or costs can be reduced.

Step 4 — Market it!

Where co-production has the potential to be successful – it is critically important to market it appropriately. Consequently, social marketing and behaviour change tools are important. They allow the behaviours of service users and other citizens to be influenced positively and they can help bring about cultural change within organisations and partnerships.

This involves identifying positive incentives to co-production and ensuring they are sufficient to attract sustainable involvement from citizens and staff. This also involves removing (or getting around) negative incentives that act as barriers – e.g. the cultural reluctance of some users and staff to take an active role in co-producing with one another. Alongside incentives, 'nudges' should be designed that can change people's behaviour.

Incentives can be as simple as celebrating achievements in a party for volunteers or giving publicity to a private business that supplies resources. A nice example is given by the Speed Camera Lottery project, in which speeding cars are photographed and the motorists fined but, if the driver is within the speed limit, their car registration is entered into a lottery where they get some of the proceeds from the speeding motorists. In this project, 24,857 cars passed the camera over a three day period, average

driving speed dropped by 22%. Go to www.tinyurl.com/27t2ahq to watch a video of the project.

One participant highlighted an innovative way in which they had been able to inform 'hard to reach' groups. This involved reading and answering questions on 'second hand smoking', with all those who take part entered into a prize draw for signed football shirts from a Scottish Premier League football team (Go to <http://tinyurl.com/cpsxcb2> to see more on how behaviours can be changed to improve outcomes).

Step 5 — Grow it!

This step concentrates on ensuring roll out and scaling up of successful co-production initiatives in organisations, partnerships and communities. Key methods involve showcasing co-production champions and the success of particular initiatives, so that more citizens and staff want to become involved. Showcasing can be done, for example, by running co-production roadshows to show to staff and users that co-production really works.

In these tough times establishing the business case for co-production is also a must. Establishing the direct and indirect costs and benefits of co-production initiatives is crucial to convincing sceptics – and particularly budget holders – of the pay-off from rolling out co-production. And, at the same time, it is important to align performance management systems and competency frameworks so that co-production is promoted throughout the organisation, not stifled. For example, HR evaluation systems need to recognise and reward staff competencies as community catalysts and enablers rather than problem solvers. Unless such co-production principles are explicitly built into management systems, it will be very difficult to mainstream co-production within organisations and local areas.

Action Plans

To finish the two day workshops, participants were encouraged to develop action plans for their co-production strategy that they could take back to their organisation. A selection of the points they raised included:

- 'Agree a common definition for co-production at a local level'
- 'Identify co-production opportunities – particularly ones with quick wins'
- 'Review the workforce development programme to embed co-production model'
- 'Getting all change fund managers to build in co-production training'
- 'Embed a co-production model into the 'rules of engagement' with the public'.

And finally ...

The Scottish workshops were high energy events, with loads of enthusiasm. They showed that co-production is no longer just a theoretical concept – it's a priority for a lot of people and a wide range of health and social care organisations in Scotland.

This was emphasised further by a major conference on Community Capacity Building and Co-production, organised by the *Joint Improvement Team*, which took place in Dunfermline on Thursday 26 January 2012. Keynote speeches at the conference by Derek Feeley, Director-General Health & Social Care and Chief Executive of NHS Scotland, and Elke Loeffler stressed that co-production is not just a fad but has become a key working principle of public services in Scotland and further afield.

In April, an overview of key issues and lessons from the co-production workshops was presented by Elke Loeffler, *Governance International* and Tony Bovaird, *Birmingham University*, to more than 40 Scottish government officials at St. Andrews House. They highlighted that, while the two-day and one-day events had surfaced a lot of exciting co-production initiatives, they had also showed that co-production was still patchy. Although some initiatives such as the *Food Train* and the *Family*

Nurse Partnership have successfully been scaled up over wider areas, most initiatives have remained small scale and local, even when they appear to have wider applicability. Sir Harry Burns, Chief Medical Officer of the Scottish Government, emphasised in the discussion that there is already sufficient anecdotal evidence to show that co-production works – the challenge is now to pursue the opportunities that it offers.

In order to widen and deepen co-production, Elke Loeffler and Tony Bovaird suggested some specific policies that could be implemented in Scotland:

- Co-production should feature more strongly in performance management and competency frameworks in public service organisations.
- Co-production champions in Scotland should support each other to learn from each other's strengths and weaknesses through facilitated peer reviews, based on a clear benchmark of good co-production practice.
- Needs assessment should become Needs and Capabilities Assessment, so we know what service users can and want to do to help themselves and others, as well as what they need from public agencies (along the lines of the Walsall project mentioned above).

Going forward ...

We hope you have enjoyed this short summary of the Scottish workshops. If you are interested in following up any of the issues in this report or exploring the potential for co-production in your organisation, we will be delighted to talk to you – don't hesitate to get in touch.

For issues related to implementing co-production in health and social care in Scotland, contact Gerry.Power@scotland.gsi.gov.uk or Andrew.Jackson@scotland.gsi.gov.uk (*National Leads – Co-production and Community Capacity, Joint Improvement Team*).

For co-production training and coaching opportunities and further details about the Co-Production Star model and change management tool, contact Elke.Loeffler@govint.org (*CEO, Governance International*). If you have a good practice case study you want to shout about, please get in touch with Frankie.Hine-Hughes@govint.org

Finally, the *Governance International* team would like to express its thanks to the staff of the *Joint Improvement Team* for their excellent support and full collaboration in designing and running these events – co-production in action!



governance
international[®]
Achieving citizen outcomes

Joint Improvement Team

Area 2ES
St Andrew's House
Regent Road
Edinburgh EH1 3DG

Phone: 0131 244 3535
Email: jit@scotland.gsi.gov.uk
Web: www.jitscotland.org.uk/

Governance International

2nd Floor, 3 Brindley Place
Birmingham, B1 2JB
United Kingdom

Phone: (0044) (0)121 698 8743
Fax: (0044) (0)121 698 8600
E-Mail: info@govint.org
Web: www.govint.org
Twitter: @govint_org

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