



*Governance International*  
**STUDY VISIT ON CO-PRODUCTION**

**User-Centred Innovations  
in Public Services  
in the London Area**



**governance  
international**<sup>®</sup>  
Achieving citizen outcomes

2nd Floor, 3 Brindley Place Phone: (0044) (0)121 698 8743  
Birmingham B1 2JB Fax: (0044) (0)121 698 8600  
United Kingdom E-Mail: [info@govint.org](mailto:info@govint.org)  
Web: [www.govint.org](http://www.govint.org)

Company Limited by Guarantee No. 04488214  
Companies House for England and Wales  
VAT No. GB 100 4403 89

## WHAT THE STUDY TRIP WAS ABOUT

Co-production is an exciting development in the changing relationship between government, citizens, service users and community groups. It is about making good use of all the resources in society, not just those in the public sector, in order to improve the quality of life for all citizens. Co-production means plugging into a service the knowledge, energy and commitment of its users and those close to them, who really understand and care about the service. This means treating users and communities as assets, not obstacles. In this way co-produced services can deliver more of the outcomes which really matter to users.

**The Governance International study trip showed how user and community involvement is being used effectively across a range of public sector organisations.**

In order to ensure that our participants, the majority of whom were from Finland, got maximum benefit from the Study Trip, the first session provided a brief introductory framework from *Governance International* staff on the context of local government and public services in the UK.

### The two and a half day programme involved visits to, and presentations from ...

Representatives of the **Tenant Management Organisation in Kensington and Chelsea** which manages 10,000 properties and runs programmes with local young people designed to increase their skills and confidence and reduce anti-social behaviour.

- Officers and service users from the **London Borough of Lambeth** who described the impact of the introduction of **personal budgets for adults** with physical or mental health disabilities, and their approach to using young people as **peer educators** to work with other young people on promoting sexual health.
- Officers and service users from the **Social Innovation Lab for Kent (SILK)**, which adopts a comprehensive approach towards user-centred innovations.
- Mangers of the **Design Council, Think Public**, and the **Innovation Unit** who gave a range of examples of the use of citizen co-design and co-delivery in the improvement of public services, and an overview on the latest thinking on user-centred service innovations in the UK.
- The London borough of Camden**, where we heard presentations from the **Head of Co-production at the New Economics Foundation (nef)** on the *Sustainable Commissioning Model*: This model moves towards commissioning for outcomes at both service and wider community level, using social, economic, and community outcomes. Another issue discussed was the potential and limits of time-banking following a presentation by the Head of **Time-banking UK** and the Chief Executive of the **Holy Cross Centre Trust** which is a mental health day centre funded by Camden Council.



## AIMS AND OBJECTIVES OF THE STUDY TRIP

The study trip gave participants a chance to see, hear and discuss

- › The latest thinking on user-centred service innovations in the UK.

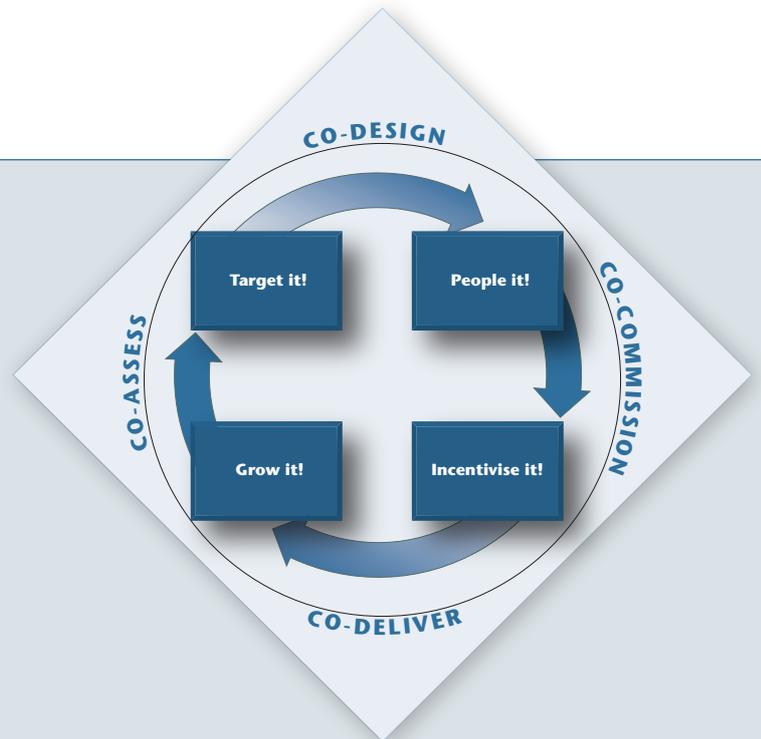
- › Many practical examples, across a range of services, of citizen co-design and co-delivery of social outcomes.

- › Their own views and experiences with public service co-production.

### The Governance International Co-Production Model

The Study Trip was designed around the Co-Production Model developed by Governance International. The model recognises that co-production goes beyond the personal collaboration of citizens with service professionals. It transforms public services by making use of the resources which citizens bring—their knowledge, their skills, their energy and their motivation. It therefore requires the transformation of public agencies so that everyone from the frontline to the top of the organisation works with users and citizens through:

- › **Co-design** of public services with users, in particular those who know and care
- › **Co-commissioning** of public services, building in the priorities of users and other citizens
- › **Co-delivery** of public services with users and their networks
- › **Co-assessing** of public services by users and other citizens.



In order to deliver better outcomes at lower costs, co-production must be embedded in policy and strategy units, commissioning agencies and partnerships, service departments and performance management units.



## KEY LESSONS OF THE STUDY TRIP

This section distils the lessons that participants learnt from the presentations, visits and discussions.

### 1. The Kensington and Chelsea Tenant Management Organisation – Involving tenants in running their estates

Since 1994, council tenants in England have had the statutory right to manage their own properties. Under the right to manage, groups of tenants are able to form tenant management organisations (TMOs) to collectively manage their homes. TMOs undertake housing services such as rent and service charge collection and cleaning of communal areas and are responsible for repair and maintenance work. There are over 250 TMOs managing some 85,000 homes between them.

*The Kensington and Chelsea TMO*, one of the largest in the country, was established in 1996 and manages nearly 10,000 properties. The Council still owns the properties and retains responsibility for strategic housing policies and homeless people. In 2002 the TMO became the first tenant-led organisation to take over the responsibility for major capital works on the estate from the Council.

The TMO is managed by a Board of Directors comprising eight elected tenant and leaseholder members, four appointed Councillor members and three other independent appointed mem-

bers. There are currently over 4,500 members of the TMO, and all residents are encouraged to become members. The Board meets on a regular basis to monitor how well the TMO is doing, agree plans for the future and decide on policies. Board members are also involved in committees, sub-committees, working groups and panels. Board members are elected for three years. They are not paid for their work and are not allowed to do paid professional work for the TMO. A Chief Executive, appointed by the Board, has overall responsibility for the successful operation of the TMO, and for ensuring that the Board's decisions and policies are carried out. Tenants are therefore enabled to have a direct role in managing, thus taking responsibility for their own estate.

The concerns of the *Kensington and Chelsea TMO* go well beyond issues of "bricks and mortar" and embrace the social well-being of tenants. In particular, the TMO is closely involved in work with young people. This includes supporting the Golborne Youth Club and Youth Forum. The Forum is open to all young people in the area aged between 13 and 25. The chair of the Forum sits on the main TMO partnership board. The Forum organises a range of activities, with support from professional youth workers, and seeks to determine and represent the views of local young people. The Forum also has a devolved budget of £15k to be spent on improving life in the ward. In this way young people, supported by professionals, have been able to learn about participation and involvement.



Another key aspect of the TMO is their willingness to work in partnership. The Police, particularly the Community Support Officers, are very involved in working with young people and supporting the work of the Youth Club and the Forum. Recent projects include the launch of a poster competition at schools to reduce the number of teenagers becoming victims of road accidents.

The participants also had the chance to learn about the work of the *Prince's Regeneration Trust* with *Golborne Youth Club and Youth Forum* which offers a 12-week personal development programme for young people aged 16-25 who are not in education. A young man, now working as a youth worker, told us how his involvement in the *Prince's Trust* programme turned around his life, after experiencing a very difficult childhood in the borough. However, due to the difficult economic climate companies, have become reluctant to take on young people, so that placements within the *Prince's Trust* programme no longer automatically lead to employment.

## 2. Personalised budgets – giving disabled adults control over their support services

In December 2007 the British Government published 'Putting People First', a programme designed to give greater 'Choice and Control' to social service users by devolving to them the funding for their care through the use of direct payments or individual budgets. Service users can then decide, in consultation with professionals, how best they can use this funding to provide the type and timing of support which is best for them. So, for example, adults with high levels of mental or physical disability may now become the direct employers of their care assistants rather than using Council employees.

This is clearly a major change which in turn is necessitating a complete re-shaping and re-design of social care provision, that can only be done

through a process of co-design between social service professionals and service users. As Avril Armitage-Smith of Lambeth Adults' and Community Services pointed out, a particular challenge is to create a new range of flexible services that service users can purchase while maintaining centralised services or fixed contracts during the period of transition to personal budgets, or for those who do not wish to manage their own budgets. A new resource database is being established which will enable service users to see all the various service offers available that they might wish to purchase. This is a formidable challenge, given that 250 languages are spoken in the borough and there are more than 280 NGOs.

New types of support are also needed such as how to discharge fairly and legally the responsibilities of an employer. Managing risk and ensuring proper safeguarding (i.e. protecting social service clients from risk) also throw up new challenges in such a devolved arrangement.

In Lambeth a local Centre for Independent Living has been established, led by users, which provides much of the support and advice which is necessary for users embarking on the management of a personal care budget.

The study tour participants met two disabled adults whose lives had been transformed since they had been able to employ their own care assistants. They were both now living much more independently, leading much more active lives,



and this in turn had had a very significant impact on the lives of their mothers, who had previously been caring for them. Their stories showed that personal budgets are not about turning “social care cases” into passive consumers. As the two witnesses explained to the participants, the new commissioning role has given them self-confidence and responsibility so that they not only lead a much more active life than before but are even in a position to help others – for example, by becoming a spokesperson for other people with disabilities or organising charity walks.

### **3. Peer education in Lambeth – Using young people to educate other young people on sexual health**

In 2002 the London Borough of Lambeth (population 270,000), had one of the highest levels of teenage pregnancy in Britain. A group of young people who were members of Lambeth’s Youth Council decided that they wanted to do something practical to address teenage pregnancy and improve sex education in schools. They were sure that they could be much more effective in getting messages across to their peers than most adults could be.

Groups of young people aged 14 to 19 have been trained over the last eight years as peer educators and have led hundreds of workshops in local schools and colleges.

As Andrea Legal-Miller (Youth Education Co-ordinator of Lambeth and a peer educator) argued, peer educators have the advantage of speaking to young people in a clear and relevant way. They also challenge attitudes and discuss values and beliefs. One popular workshop addresses young people’s attitudes. In these sessions, the peer educators break down some of the common slang words used for boys and girls, and attempt to show how loaded and often inaccurate they can be. Although the sessions are made to feel fun

and light at first, the students do come to realise how stereotypes aren’t always helpful and that it is important to think a little deeper before labelling people based on their appearance alone.

The peer educators are involved in the creation and development of the workshops. They know how best to involve their peers and ensure each workshop has a range of activities to engage both shy and boisterous young people into voicing their views.

The project works to a quality assurance framework. Every session has the class teacher present. At the end of the session the teacher completes an evaluation sheet, as do all the students. The peer educators also complete de-brief forms with each other on how their sessions went and how they can be improved. Although Lambeth staff sit in on some sessions, peer educators are trusted to manage most sessions themselves. The principal form of monitoring is through the evaluation forms at the end of the project.

Typically, the training consists of 2 hours over 12 to 16 weeks with about 20 young people going through training at any one time. Lots of time is spent looking at attitudes and exploring the fact that these are very sensitive issues about which people have very different opinions. Professionals contribute to the training around sexual health, substance misuse, domestic violence and lesbian, gay, bisexual and transgender issues. This means the peer educators have direct access to the professionals who work in the borough on these issues.

Over eight years around 250 young people have been involved as peer educators and several hundred workshops have been held. Impact and outcomes can be looked at in a number of ways.

#### **1. The impact on students**

Feedback from the evaluation forms has been very positive from both students directly and their

teachers. For example in answer to the question *Have you learnt anything useful today?* Only 1.8% of students said 'nothing'; 89% scored from 5–10 (10 being 'a lot'). Almost all the teachers' scores for effectiveness were above 6 on a ten point scale.

## 2. Reductions in teenage pregnancy

The under-18 teenage pregnancy rate in Lambeth reached a peak in 2003 at just over 100 per 1000 15–17 year old women. The figure fell in each of the four years to 2007 (the latest figures available) to a level of 74.4, a total decline of 26%.

The peer education programme does not claim to have single handedly reduced the rate in teenage pregnancies in the borough – there are other boroughs which have also managed to reduce their number of teenage pregnancies, albeit at a slower rate. However, it is undeniable that the peer education programme has made a significant contribution on successfully addressing the problem in Lambeth.

## 3. The impact on the peer educators

As well as benefiting the students, feedback from the peer educators is very positive in terms of their increased skills, confidence and aspirations. Peers have been offered jobs as learning mentors and teaching assistants in schools and have worked in the youth service. Many have gone on to university. Very few drop out of the training (on average, only 3 out of 20) and many stay with the programme for 3 or even 4 years.

A key learning point for the participants was that the programme recognises that young people have a wealth of specific knowledge, and that, if this can be augmented by some training and then injected back into the community, it could be a very valuable resource. It is also important for young people to see that their knowledge is valued by others. This spurs them on to do things which are positive for themselves and for their community.

The peer principle can be extended to other services and other groups. For example, Lambeth council also works with young people as peer inspectors. The principle is that young people inspect services which are provided for them, based on surveys, observation and mystery shopping. In a concluding plenary discussion, the participants thought that the peer-approach may also work for older people by harnessing the special knowledge and experience to support other older people who may be isolated. But this knowledge could also be used to embark on intergenerational projects, such as sharing life skills like cooking.

## 4. The Social Innovation Lab for Kent (SILK) – driving innovative solutions to user involvement

The *Social Innovation Lab for Kent (SILK)* was set up in 2007 with two ambitions. The first was to provide a creative environment for a wide range of staff to work together on some of the toughest challenges the county faces. The second aim was to draw upon best practice from business, design and social science and establish a way of working that places citizens at the very centre of everything. This means looking at policy from the bottom-up which is a very different starting point from one which aims to meet performance indicators imposed from above.

By starting with people rather than existing services, and by bringing diverse teams together, *SILK's* approach ensures that new solutions improve outcomes for the citizens of Kent.

Their main areas of work are:

- ▶ Supporting and running projects using person-centred approaches to inform strategic policy making
- ▶ Building capacity across Kent to work in a person-centred way

## › Connecting people and building networks across Kent

Emma Barret and Vicky Butler of *SILK* together with a number of local citizens presented a number of projects which illustrated their approach:

### 1. Resettlement of offenders

Housing is the biggest problem that arises in the resettlement of offenders. *SILK* was brought in by the criminal justice system to understand the experience of ex-offenders. Ethnographers lived with a number of ex-offenders to understand their perceptions of what happened to them. All the different agencies involved were then brought together, for the first time, to discuss these findings and come up with new approaches.

### 2. Low income families

Kent County Council wanted to do more to support 'dysfunctional families' but there was no consensus among the various agencies involved about how this should be achieved or even what the main day-to-day problems for the families were. To solve the problem of not fully understanding the issues the families faced, trained anthropologists were hired to conduct qualitative research with the families: asking what they wanted and needed and also observing their everyday lives over a number of days.



Alongside the research of the anthropologists, the team conducted interviews with the workers who dealt with the families. The ideas and findings were brought together over an intensive two day "ideas-generation" workshop hosted by *SILK*.

The study was able to identify a number of relatively small changes which could have a significant impact on the lives of families who were 'just coping', such as home access to the internet, improved financial advice, and arrangements with a local supermarket to deliver healthy affordable food. But they also identified the need for systems changes in welfare benefits and mental health services.

### 3. Bulk Buying

A Bulk Buying Project is currently underway in Parkwood, an estate in Maidstone. It was set up following a public event held in Parkwood in November 2008 attended by over fifty residents. The *SILK* team helped to bring together a core group which included residents, local shop owners, representatives from Maidstone Housing Trust and the Parkwood Healthy Living Centre, who met once a week to plan how the bulk buying project would evolve.

Since then, the residents who were part of the core team, have taken control of the running and setting up of the Bulk Buying project. It has been named "R-Shop" and the team are currently waiting for the completion of the community room which will house R Shop. The team have set up a Facebook profile under the name of 'Parkwood Bulk Buy'. This has been a very successful way of connecting with Parkwood residents and creating interest in the project.

### 4. The *SILK* Method Deck

*SILK* has also produced a 'Method Deck' to spread knowledge about its approaches. The *SILK* method deck is a handy collection of methods, principles and prompt cards, which can be used

by Kent project teams, designers, project managers, social science researchers, community and economic development experts alike.

The method deck includes five categories of methods. Each category includes methods that are likely to be useful as guides, prompts or references at different stages of a project.

While *SILK* has remained small as far as staff numbers and the budget is concerned, “*the brand is bigger than the team*” as a *SILK* member put it. While some participants were very enthusiastic about the *SILK* way of triggering innovations others were more sceptical. In particular, it was suggested that *SILK* has been very successful in creating change within a protected space but it was less clear how the ‘buy-in’ of senior managers and policy-makers was to be built into the innovation process to make core public services more citizen-centred. Clearly, this issue remained in the minds of the group on their return train journey back to London, where the participants met with a number of key think tanks.

## 5. Design Council – putting people at the heart of design

The *Design Council* is the UK’s national strategic body for design. Its philosophy is that good design starts from understanding people. This is not the same as asking or consulting with people, as many will not know the potential available from new designs. The *Design Council*, like a number of other organisations we met, therefore uses ethnographic work to understand people’s needs.

Another principle is to develop prototypes and test these out with actual use. This means faulty service designs can be identified early and at a low cost.

We heard of a number of examples of design being used to improve people’s experience in the health service including:

- › A better patient chair which is both comfortable and easier to clean
- › An “intelligent” mattress which shows when there has been a leak of urine
- › A more dignified patient gown
- › More dignified screening between beds in a ward

The participants were even shown a beer glass consisting of unbreakable material to reduce the damage from pub fights. Clearly, what the re-designed glass would not achieve is to redesign people’s behaviour to act less violently. As Marianne Guldbrandsen, Head of Design Strategy stressed, the *Design Council* sees itself as a broker between the public sector and private companies.

## 6. Thinkpublic – working with people to improve services

*Thinkpublic* are an award-winning agency focused on using design to improve service experiences in the public sector. They achieve this by working with service providers and the general public to gain an understanding of how their services and experiences can be improved. This is very different from the old industrial model where the world was divided into producers and consumers

Ivo Gormley of *Thinkpublic* presented us with a number of projects which illustrate this approach:

### 1. Luton and Dunstable Hospital

At the Head and Neck Cancer Service at Luton and Dunstable Hospital NHS Trust, service designers worked with patients and staff to identify and co-develop almost 40 service improvements that have brought tangible benefits to all those

concerned. Some seemingly minor changes, such as moving patient weighing scales out of public view in the outpatient clinic, made a huge difference to patients' sense of well-being.

## 2. Releasing Time to Care

By following closely the activities of ward-based hospital staff, it has been possible to produce a toolkit which identifies more time efficient ways of working, thus releasing more time for patient care.

## 3. The Housing Benefits Experience

In order to understand the experience of applying for housing benefits, customers were filmed as they passed through the various stages of the benefit process. Time was also spent with staff looking at their work and finding out from them what they felt was successful and most enjoyable. In this way, a picture was built up practically and emotionally of the service as a whole.

A summary film was then made that highlighted insights that might not have been discovered in other ways.

The next big step was to bring everyone together (customers, staff and other officers), to watch the film. This gave everyone a shared perspective on the service – customers see the staff perspective and vice versa. This is very different from a conventional research project and report.

Officers and users then worked together throughout the day, on the basis of parity, to first identify the four or five big issues and then split into teams of appropriate people to develop a plan and take the responsibility to deliver. The process is one of co-design where hierarchy is partly disrupted and everyone has a say. Ultimately though, senior staff members must buy into the decisions and commit to deliver them.

## 7. Innovation Unit – supporting innovation in the third sector, education and children's services, and local government

The *Innovation Unit* was originally set up by the Department for Education but has recently been established as an independent think tank to encourage innovation in government policy more generally. At the start of the visit, John Craig, Managing Partner, started off by asking the participants "Why do outsiders bring in new ideas?". Indeed, one of the key objectives of the Innovation Unit is to bring together innovators and to grow the tool box and the mechanisms for innovations. As John suggested "You do not have to be innovative in order to innovate". This is why the *Innovation Unit* focuses on policy issues of innovation and the conditions for mainstreaming innovations. One of the key mechanisms to achieve this is the *Innovation Exchange* which brings together innovators in the third sector. The objective is to help innovators with prototyping so that they can find out quickly whether there is a demand for their innovation. This is achieved through innovation support programmes, creative events and a cutting edge website.

At a concluding panel, Matthew Horne, Managing Partner, reviewed a number of major initiatives in which the *Innovation Unit* has recently been involved. It has particularly championed the use of peer support groups, whereby users of services can explain to other users and potential users how to get the best out of the services. It has highlighted the work of peer support groups such as the Diabetes UK support network and the Alzheimer's Society Carers' Groups and showed how they have already demonstrated the value of mutual support, helping people to take more control over their own lives and reducing the need for expensive hospital treatment.

Co-panelist Graham Hill, who now works as a private sector consultant on co-creation in business, thought that there are many parallels be-

tween public and private sectors when it comes to user involvement in improving services. Ultimately, what motivates people in the private sector is not money but empowerment. As the example of Toyota shows, the car company may not have the best staff but the Toyota way of thinking means that everybody has the duty to innovate, which has led to many improvements in business processes.

The *Innovation Unit* has argued that the current system of government assistance for peer support groups is inadequate, given the rising level of chronic health conditions in the UK. It has therefore proposed a *Charter for Peer Support* which would enable and encourage a bottom-up system of mutual support, for example through giving peer support groups (if they meet some simple criteria of transparency and engagement) the right to:

- › Use a meeting room in local public sector facilities on an occasional basis.
- › Publicise their work inside local GP practices, hospitals and on PCT websites and, potentially, to have GPs refer relevant patients to the support group.
- › Seed-corn funding based on the number of active members
- › Recognition by public agencies, so they are consulted on changes to local services



## 8. New Economics Foundation (nef) – commissioning for co-production

The *New Economics Foundation* is an independent think tank which aims to improve quality of life by promoting innovative solutions that challenge mainstream thinking on economic, environmental and social issues.

Lucie Stephens who leads the work on co-production in *nef* gave a description of *nef*'s *Sustainable Commissioning Model* which moves towards commissioning for outcomes at both service and wider community level using social, economic, and community outcomes. A key element of this approach is to invite bidders to demonstrate how they would develop services in collaboration with local people, providers and commissioners.

Traditional models are based on the assumption that resources are only financial, and this has a particular impact on how efficiency is viewed and calculated. The alternative approach is to see resources as including the environment and people (skills and time) as well as money. This helps to shift the focus to longer term outcomes affecting social, environmental and economic issues.

Camden's Community Strategy is underpinned by two values which were incorporated into the tender for mental health day services, as Sam Hooley, the Chief Executive of the *Holy Cross Centre Trust* outlined:

- › "we need to **work together**, as **citizens** who **actively contribute** to our local community and as organisations to help solve the main challenges for the borough."
- › "every one of us as individuals needs to take **responsibility** for our own actions"

Bidders for the contract had to address questions such as:

- › What role would you envisage for service users in the development and delivery of your service?
- › How does your service identify and mobilise service users' strengths?
- › How would the contribution of service users, carers, family, peer group, neighbours and the wider community be measured or rewarded?

## 9. Timebanking – sharing time and skills equally

Time banks link people locally to share their time and skills. Participants 'deposit' their time in the bank by giving practical help and support to others and are able to 'withdraw' their time when they need something done themselves. Everyone's time is equal: one hour of your time earns you one time credit to spend when you need it. People help each other out with everything from making phone calls to sharing meals and giving lifts to the shops - anything that brings them together.

The principle behind timebanking is that if you do not ask people to make a contribution they will not feel connected. For Martin Simon, the CEO of Timebanking UK, it is a mechanism "to get people who do not trust other people back



into relationships". In HCCT, timebanking has created a number of additional services through community activities which are based on time-banking exchanges.

Timebanking UK is the national umbrella charity linking and supporting time banks across the country by providing inspiration, guidance and mutual help. Timebanking in the UK has witnessed spectacular growth since it first started in 1998.

The latest statistics for time banks in the UK are:

- › 94 active time banks
- › 77 developing time banks
- › 2 neighbourhood time banks
- › 12478 participants actively involved in time banking
- › 691776 hours traded between participants to date

The participants thought that such schemes would raise tax issues in their country as time-banking could be seen as grey labour markets. However, at present the scheme is still relatively small and experimental so, at least in the UK, timebanking is exempt from tax. Another challenge faced by timebanking schemes in the UK is to get public service providers involved. So far there are only a few GP practices where elderly people or people suffering from mental health problems are directed to a time bank. Typically, time banks work around public services but not always with public services.

## 10. The Holy Cross Day Centre Trust (HCCT) – using co-production and timebanking to improve health outcomes

The *Holy Cross Day Centre Trust* is the consortium which won the tender described in No. 8 above to run mental health day services in Camden. Central to their approach is the commitment to place service users at the heart of service development and delivery. By using co-production as the delivery model, the service continually seeks to identify, together with service users, ways and mechanisms to actively encourage service user participation and ownership.

Timebanking is at the heart of their approach and involves both staff and service users. 514 individuals and organisations have been involved so far in contributing over 46,000 hours across three categories:

- › Person to HCCT (co-production) – e.g. contributing to the day service; running “open-mic” music nights and organising events and trips
- › Organisation to organisation – e.g. trips to concerts at the Wigmore Hall, volunteering at and using the local gym, and attending and leading activities organised by Camden Active Health team
- › Person to person – e.g. English lessons, computer help and D.I.Y.



The day centre had previously been run on very traditional lines with staff providing and users receiving passively. The new approach has had some very positive results with many service users finding new skills and esteem. As Sam Hopley pointed out, the ideas coming from empowered users are often not so different from those of professional staff but the energy is different. However, it has not been easy to introduce and there has been resistance, particularly initially, from users and staff. Some staff felt they could not work in this way and have been replaced by new staff with a commitment to co-production.

## 11. Camden Council: Service co-design using online media

Camden is one of the 33 London Boroughs with a population of 200,000. The borough has been experimenting with a new way of carrying out consultation on line.

Consultation is an essential part of the co-design process but offline consultation is expensive and not very flexible. However, Camden has a high proportion of its overall population with home internet, and all of its libraries and more than 30 community centres are also equipped with computers that have broadband access – consequently, online consultation offers considerable potential.

The approach adopted is that of deliberative consultation. This is designed to expose citizen's views to one another with the idea that they become better informed and more open to change, rather than simply capturing a snapshot of the fixed positions of citizens and quantifying those views. Deliberative consultation is the difference between market research and democracy.

Each consultation follows the same format

- › A survey to establish initial attitudes to key questions. Participants are invited to com-

plete unfinished sentences which relate to attitudes and policy positions associated with the topic of consultation. This is designed to engage people in complex subjects in a way that does not put off those who do not regard themselves as being politically well informed.

- › A deliberative forum to discuss and explore key findings and issues. A summary of positions taken by people during stage 1 is presented back to the panel and participants are invited to reflect and discuss these issues in an online forum.
- › A follow-up survey to evaluate whether, and in what ways the participants' attitudes had been changed as a result of the process.

Steps are taken to ensure a representative sample including

- › Offering a choice of incentives with a view to encouraging young people

- › Engaging with *Age Concern* and using UK online centres to recruit older people
- › Targeted publicity, particularly aimed at ethnic minorities

All the results have been used to influence the development of various Camden strategies.

Recently, Camden also got involved in using social media to communicate with groups who previously did not connect much with the council. The full interview on the role of social media in Camden with Alasdair Mangham, Head of Information Systems and Development, can be read at [www.govint.org](http://www.govint.org).

The study visit concluded after three days with a discussion about lessons learnt, along with an evaluation of the study visit programme.



## ACKNOWLEDGEMENTS

This report has been written by Elke Loeffler, Chief Executive of Governance International and John Tatam, Associate of Governance International in August 2010.

*Governance International* would like to thank all organisations and individuals involved, for their contribution to the study visit, including

- › the **Tenant Management Organisation in Kensington and Chelsea**
- › the **London Borough of Lambeth**
- › the **Social Innovation Lab for Kent (SILK)**
- › the **Design Council**
- › **Think Public**
- › **Innovation Unit**
- › the **Holy Cross Centre Trust in Camden**
- › the **New Economics Foundation (nef)**
- › **Timebanking UK**

Particular thanks go out to the Innovation Unit for hosting a series of meetings with think tanks at their excellent premises. Last but not least, we would like to thank Tuula Jäppinen for co-designing the study visit with us and all the participants from Finland and the UK who lived the principle of co-production throughout the study visit.

## CONTACT

This study visit was designed and organised by Elke Loeffler, Chief Executive of Governance International und John Tatam, Associate of Governance International.

**Elke Loeffler**

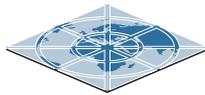
Email: [elke.loeffler@govint.org](mailto:elke.loeffler@govint.org)



If you require further information on Governance International study visits or if you are interested in co-production please contact

**John Tatam**

Email: [john.tatam@blueyonder.co.uk](mailto:john.tatam@blueyonder.co.uk)



**governance  
international®**

Achieving citizen outcomes

2nd Floor, 3 Brindley Place Phone: (0044) (0)121 698 8743  
Birmingham B1 2JB Fax: (0044) (0)121 698 8600  
United Kingdom E-Mail: [info@govint.org](mailto:info@govint.org)  
Web: [www.govint.org](http://www.govint.org)

Company Limited by Guarantee No. 04488214  
Companies House for England and Wales  
VAT No. GB 100 4403 89

