

CO-CONCEPTION

CO-EVALUACIÓN

MIT-BEWERTEN

PARTICIPACIÓN CIUDADANA

ASSET-BASED APPROACH

RESULTADOS

CO-ÉVALUATION

CO-DESIGN

KOPRODUKTION

MIT-ENTWICKELN

PARTICIPATION CITOYENNE

DÉMOCRATIE PARTICIPATIVE

QUALITÉ DE SERVICE

CO-PRODUCTION

**The Governance International  
Co-production Roadshows**

CO-DÉLIVRAISON

USAGERS

# **Transforming Communities Creating Outcomes Improving Efficiency**

WIRKUNGEN

CO-ASSESS

CAPACITACIÓN

ACTIVE CITIZENS

CO-PLANIFICATION

MIT-BEAUFTRAGEN

OUTCOMES

CO-PLANIFICACIÓN

COPRODUCCIÓN

VERWALTUNG 2.0

CO-DISEÑO

CO-DELIVER

CO-COMMISSION

AKTIVE BÜRGERINNEN

MIT-UMSETZEN

CO-REALIZACIÓN



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

## WHAT WERE THE ROADSHOWS ABOUT?

*Governance International* promotes ways of achieving the outcomes that matter to citizens. One particular focus has been to demonstrate how people who use services, carers and communities can play a greater role in public services leading to improvements in the outcomes they experience.

The theme of Co-production with service users and citizens has become an increasingly high profile issue. We hear the term being used by groups

of people who use services, carers, council leaders, civil servants and journalists.

Despite this, people do express confusion about what Co-production actually means, and how the concept can work in practice. The key questions have been:

- ▶ What is co-production?
- ▶ How does it work?

- ▶ How should it be encouraged by public agencies?
- ▶ How can public agencies ensure they reap the benefits that co-production can provide?
- ▶ How can the third sector and public agencies act in partnership to harness the contribution that users and communities can make to service improvement?

The *Governance International* Co-production Roadshows in Birmingham, Bristol, London and Manchester during February and March 2011 gave participants a clear understanding of what co-production can achieve and how it is being used in innovative case studies to increase efficiency and improve services. The Roadshows helped participants to fit the co-production approach into their own organisations and partnerships.

The Roadshow programme included:

**Tony Bovaird** on 'Making the Big Society Happen! Co-producing public services with communities and service users' – outlining how co-production can help to improve quality and lower the costs of public services.

**Elke Loeffler** explaining 'how public agencies can work more effectively with service users and communities using the Governance International Co-production Toolkit'

**Department of Health** briefings on 'Practical approaches to co-production' by **Shahana Ram-sden** and 'Practical approaches to improving the lives of disabled and older people through building stronger communities' by **Catherine Wilton and Martin Routledge**

Good practice case studies in co-production from representatives of the **Department of Health's TASC Co-Production Group**.

Local good practice case studies in co-production from:

- ▶ Solihull Council's 'Environmental Champions' Programme.
- ▶ Castle Vale Community Housing Association.
- ▶ Birmingham City Council's 'Engaging with workless displaced communities' Programme.
- ▶ Bristol Community Housing Foundation's 'Upper Horfield's Pride of Place Initiative'
- ▶ Stockport Council's 'My care, My Choice' social care website
- ▶ The London Borough of Lambeth's 'Youth Council'.
- ▶ The Mosaic Clubhouse approach to Mental Health
- ▶ The London Borough of Lewisham's successful public fundraising campaign to save Blackheath Fireworks Night.



## KEY LESSONS OF THE ROADSHOWS

This section summarises the key lessons that participants and presenters were able to discuss and share during the road show sessions.

**Making the big society happen!**  
**Why it is important to co-produce public services with communities and people who use services.**

Co-production is an exciting development in the changing relationship between government, people who use services and their communities. It is about efficient use of society's resources – not just resources which produce public services, but

also those which improve the whole of a citizens' quality of life. People who use services often know things that many professionals don't. Moreover, together with their families, their neighbours and the communities they live in, they often have knowledge and a willingness to help improve services. Together they contribute to a process of user and **community co-production**.

This leads to a **definition** of co-production as:

**“the public sector harnessing the assets and resources of users and communities to achieve better outcomes which cost less”.**

So co-production involves inputs from both professionals and from service users and their communities.



Co-production is different because:

- ▶ It visualises service users as dynamic asset-holders instead of submissive consumers.
- ▶ It promotes cooperative rather than paternalistic relationships between providers and users.
- ▶ It focuses on delivery of outcomes rather than just services

A key lesson from the Roadshows was that co-production can be **substitutive**, when public sector inputs are replaced with inputs from users and their communities OR it can be **additive**, bringing together user and community inputs with inputs from professionals to give better outcomes. Of course, the former has been a key driver of the interest of government departments in recent years – but it is the latter that often fires the inter-

est of citizens and third sector organisations in co-production.

Participants heard how respondents in the Governance International survey of co-production in five European countries had indicated differing views on public service provision and co-production. In particular, people reported that they were already doing many things which helped to make public services more effective – e.g. recycling, using less energy, being more careful with their diet, watching over their neighbours' house when they were away, reporting suspicious incidents to the police, etc. However, it was clear that people were much more likely to do relatively simple things, which were easy for them and didn't involve getting involved with other people. This raises the challenge of mobilising more social and collective forms of co-production, not just individual actions –so the case studies were particularly valuable, showing how this could be done.

The Governance International survey of European co-production threw up the fascinating statistic that over 70% of citizens (particularly young people) were willing to do more than they currently do.

**“I’ve just realised we are ALREADY  
doing lots of co-production – but I  
never saw the bigger picture before”**

The Co-production Roadshows were designed around the *Governance International Co-production Model*, which shows how co-production can transform public agencies, from the frontline to the back office, through the ‘FOUR COs of CO-PRODUCTION’.



## THE FOUR COS OF CO-PRODUCTION

**Co-design** of public services with users, particularly those who care about the service and have expertise. Through well managed co-design, public services can provide “better for less”. Involving the target group in design provides credibility. Partnerships between different agencies provide rich content. It is crucial to ensure that users involved in co-design see that they can make a difference. This ensures project sustainability. Governance International used the example of a *city council website in Modena, Italy* on issues affecting young people, created with them to show that open and inclusive governance doesn’t just mean more information but relevant information, presented in a way which really connects with young people.

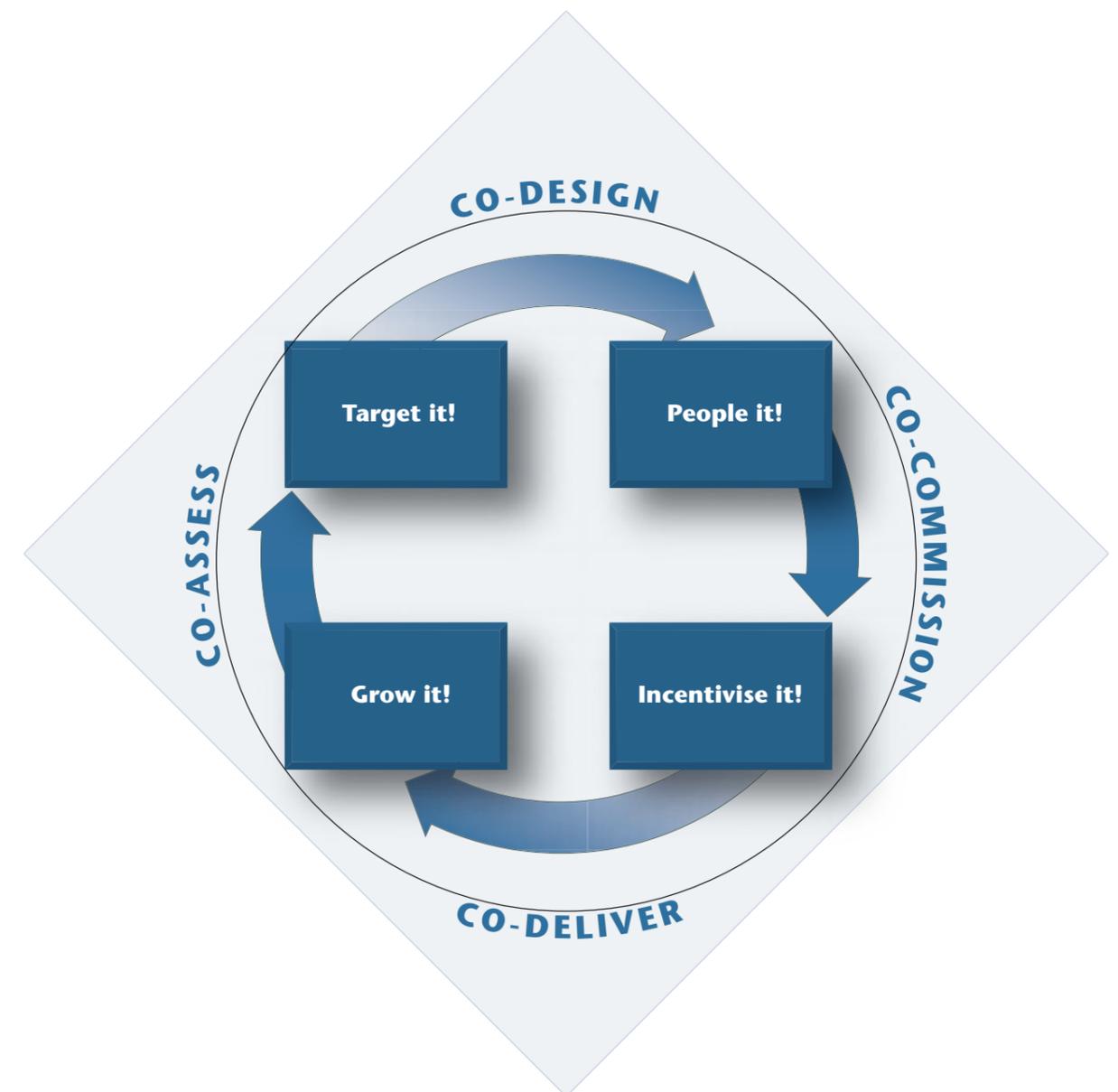
**Co-commissioning** builds in the priorities of people who use services, carers and other citizens. It is successful because it leads to more relevant services, which enable a better quality of life, through highlighting the outcomes that are most important to citizens. It also highlights the potential for cost reductions by eliminating lower valued services. The example used in the Roadshow was the participatory budgeting approach (better called ‘citizen priority-setting’) in Berlin-Lichtenberg, Germany, where multiple channels 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.

**Co-delivery** entails users and other citizens taking part in the delivery of public services. This ensures the service benefits from their knowledge, expertise and skills – after all, they are the ones who grow intimately acquainted about how the different ways of delivering the service can change the outcomes it achieves – for example, ‘expert patients’ know how best to manage their own long-term conditions and can pass this

knowledge on to others. Moreover, most services cannot really work without the co-operation and commitment of people who use services and other citizens – for example, the need to diet, reduce alcohol intake, engage in a fitness regime, or undertake the reading and learning assignments between classes in training or lifelong learning programmes. *Governance International* provided a case study of *Speed Watch in South Somerset* where local residents and police are working to combat speeding in rural villages. The project tapped into strong community concerns over the issue and *Speed Watch* coordinators brought together citizen groups in an effective partnership with police and the council. Since the project began in July 2007, there has been a 40% reduction in vehicles recorded as speeding in the villages running the initiative.

**Co-assessment** brings citizens into the monitoring and evaluation process. This makes it more focused on the outcomes that people get, rather than simply assessing the activities and processes of public agencies. It provides direct feedback of what users REALLY value – and, of course, what they do NOT value and believe could be cut out. *Governance International* provided a case study of complaints management by 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 replied to it later that day, and then followed it up the next morning to tell the complainant that the problem had now been cleared up completely, resulting in a highly appreciative ‘tweet’ and blog from the person whose complaint had originally started the process. This is an example of how ICT can expedite immediate feedback at very low cost – and the dissemination of positive publicity when the issues revealed through monitoring and evaluation jointly with the public are resolved.

“This is not as hard as I thought – bits of this could be done really quickly!”



## GETTING IT ALL TOGETHER!

### Changing how public agencies work with communities and people who use services

This presentation took participants through the steps for ensuring effective co-production.

#### STEP 1: Target it!

- 】 Map where co-production is already taking place and identify what benefits it is having.
- 】 Identify the **potential for new co-production activities** with people who use services and frontline staff (feeding in best practice from national and international case studies).
- 】 Identify the activities **where co-production is most likely to provide large savings and/or quality improvements**.

#### STEP 2: People it!

- 】 Identify and work with **those who know and care most** about services, since co-production won't necessarily involve everyone. These true 'experts by experience' can be the most innovative and challenging to outdated approaches.
- 】 **Survey** the people who use services and potential service users to identify what they are already doing, what more they would do, and how they want to get involved.
- 】 Follow up these surveys by bringing together those citizens who have identified themselves as keen to co-produce and innovative staff from service providers, so they can **agree new approaches to services, based on imaginative approaches to co-production**.

#### STEP 3: Incentivise it!

- 】 **Identify positive incentives – and also barriers.** Ensure positive incentives are high enough to bring sustainable long term involvement from users, citizens and staff. Find ways of jointly reducing the barriers.
- 】 Co-design a **co-production charter** for the service – set out the roles, responsibilities and incentives for users, other citizens, and staff, so that everyone knows what they can expect to get – and what they are expected to contribute.

#### STEP 4: Grow it!

- 】 **Do an annual service co-review**, so that agencies can learn lessons from their co-production activities and prioritise (with users) the co-production approaches that should be rolled out more widely and identify potential 'quick wins'.
- 】 **Hold co-production events in a wide range of popular venues** to attract more citizens and people who use services to join in.

"Gave us a clear model to fit our existing activities into"

"The examples gave us ideas to take away and try"

"Great to get conversations that went into really deep detail and specific examples"

"Good to have an open, honest discussion"

## THE DEPARTMENT OF HEALTH'S (DH) PERSPECTIVE ON CO-PRODUCTION

### 'Practical approaches to Co-Production'

Shahana Ramsden, Co-production and Engagement lead in the Department of Health, provided an overview of the DH briefing which was launched alongside the *Vision for Social Care: Capable Communities and Active Citizens*. She outlined different definitions of co-production, concluding that all the definitions included a common theme, that genuine co-production involves a transfer of power from professionals to people who use services and carers.

Shahana highlighted that co-production and engagement of people is a key priority within NHS and social care policy, as stated in the NHS White Paper *Equity and Excellence, Liberating the NHS*. Indeed, the vision for social care built into the *Think Local, Act Personal* partnership agreement had itself been co-produced with people who used services and carers.

A number of examples were provided, including a case study of approaches to support access for diverse groups, particularly stressing partnerships with User Led Organisations and small social enterprises.

Finally, Shahana gave an insight into the legal drivers which support co-production, such as the Duty to Inform, Consult and Involve and suggested that the legal framework could be used to convince sceptics.

The presentation demonstrated how ordinary people, using services or caring for others have helped to develop policy. However, Shahana ended with the message that the biggest problem with co-production may be "the illusion that it has taken place" – genuine co-production takes time, investment and a comprehensive change management process to be effective, so

we shouldn't assume it's actually happened, just because we said it would.

### 'Improving the lives of disabled and older people through building stronger communities'

Catherine Wilton (ADASS, previously DH) and Martin Routledge (Think Local, Act Personal Partnership, previously DH) presented the Building Community Capacity project from the Department of Health, which started in November 2009. It aimed to help councils build and harness social capital for transforming social care. The initiative has involved a shared learning process amongst 20 councils through workshops and seminars. It included over 50 best practice studies, research on measuring social capital and evaluation of the cost effectiveness of projects. Its report in November 2010 influenced the new Vision for Social Care, which says: "Communities and wider civil society must be set free to run innovative local schemes and build local networks or support".

The Department of Health approach:

- ▶ Viewed people as assets and removed the distinction between producers and consumers of services
- ▶ Built on and helped people to use their peoples existing capabilities
- ▶ Actively involved people in service delivery
- ▶ Offered incentives to people to engage, to achieve a reciprocal relationship between professionals and users
- ▶ Built support networks to transfer knowledge and change
- ▶ Turned public service agencies into catalysts and facilitators rather than simply central commissioners or providers

"Interesting to see how a government department like the Department of Health conceptualises co-production"



Catherine and Martin reminded participants that the UK has a long history of self-help and mutual aid, with a strong and diverse voluntary sector. They highlighted overwhelming evidence that what people do for themselves and with others, rather than what is done by professional agencies, delivers the bulk of social outcomes. They also highlighted that because of the extreme challenges that our society now faces it is vital to sup-

port and encourage these contributions in the future.

The *Think Local, Act Personal* partnership seeks to:

- ▶ ensure co-production between people, providing their own resources, and public agencies;
- ▶ complement existing social networks and help build new ones;

- ▶ ensure that universal services work for all citizens by accounting for the needs of citizens who may be unwittingly excluded;
- ▶ make better use of resources and save money;
- ▶ use preventative approaches.

Prevention, as part of the public health agenda, using co-production and community-based interventions, can bring older people into the local community and generate major gains in their quality of life. The methods used included Time Banking, befriending, and community navigating.

In the current climate of fiscal austerity, the economic case for co-production is particularly topical. A team led by Professor Martin Knapp from the London School of Economics explored the impacts of these capacity building initiatives. This study showed that:

- ▶ The cost (to the public sector) per member of a **time-bank** averages less than £450 per annum, but can result in savings and other economic pay-offs of over £1,300 per member. This is a conservative estimate, as time-banks can also achieve wider impacts that currently can't be quantified.
- ▶ **Community Navigators** working with hard-to-reach individuals to provide benefit and debt advice cost the public sector just under £300 but the economic benefits (e.g. from less work time lost, savings in benefits payments, higher productivity, and less GP visits) could be £900 per person in the first year alone, plus extra benefits resulting from better mental health.
- ▶ **Befriending schemes** typically cost the public sector about £80 per older person but could save about £35 in the first year alone, due to reduced need for treatment and support, with further future savings and potential quality of life improvements resulting from better mental health – taken together, these could amount to around £300 per person p.a.

Several members of the Department of Health's TASC (Transforming Adult Social Care) Co-production group delivered presentations about the achievements of the group. These included:

Birmingham	Tom McGloughlin and Gerry Robinson
Bristol	Tony Bennet
Manchester	Sally Percival and Alan Crone
London	Marjory Broughton, Janet Brandish and Ian Hubbard

**“This is a different perspective from ours in the voluntary and community sector!”**

Tom McCloughlin – ‘Transforming Adult Social Care Co-production Group – view from a member’

Tom gave an outline of the TASC co-production group which is made up of a diverse group of 22 individuals with a broad understanding of issues faced by people who access to social care services. They act as an expert panel, or group of critical friends to the Department of Health, ensuring the perspective of people who use services, carers and families is heard. He emphasized that the group is crucial to open and transparent discussion in policy formulation



## CASE STUDIES FROM THE REAL WORLD OF CO-PRODUCTION

Tom highlighted that forty five policy areas have been co-produced or supported by members. Successes have included a session led by the group chair, Sally Percival where the group used a “Planning Alternative Tomorrows with Hope” model. The feedback from this session was used to influence the direction and content of the “Think Local Act Personal” partnership agreement. A second success for the group has been the launch of the ‘Practical approaches to co-production’ paper to support the government’s vision for social care.

Tom highlighted that improvements could still be made. He believes the Department of Health could do more to involve younger people and Black, Asian, mixed race and newer communities. Also the short notice of consultation and work streams means that not all members can actively contribute with expertise or experience as effectively.

Gerry Robinson – “‘Engagement’ and/or ‘involvement’ isn’t enough – only ‘Co-production’ can influence commissioning [a passionate participatory service users view]”

Gerry dismissed the notion that ‘professionals know what they are doing, services users don’t have the knowledge or capacity to understand’... Gerry said that he usually responds to this with the following quote –

“The Titanic was built by professionals ... Noah’s Ark was built by an amateur”

Gerry said that he believed Co-production is the way forward, and he was committed to promoting Co-production because it offered the best chance of making Big Society a success, and breaking through the stultifying ‘doing to’ culture.

He left the participants with another eloquent saying –

‘A passionate amateur almost always beats a bored professional’

Finally Tom gave an example of a service where significant changes have taken place as a result of patient feedback. He explained how people who received blood transfusions on a long term basis had to take be treated in a public waiting area, which for them represented a third class service. In response to feedback from questionnaires completed by patients, the hospital provided new treatment rooms to provide privacy, a comfortable environment that’s safe and provides a better setting for the delivery of higher quality care.

### 1. Solihull’s Environment Champions – Trish Willetts and Alison Lush

Ongoing problems with graffiti and litter, and shrinking budgets to deal with them, led Solihull Council to launch the Environment Champions initiative in March 2007. It provides litter picking, graffiti removal, putting up dog fouling signs, wall painting and planting schemes, conservation projects, and large scale projects.

The project sought to:

- ▶ Instigate greater community involvement and ownership over issues affecting the quality of neighbourhoods.
- ▶ Reduce environmental crimes that can spillover to worse crime and end a cycle that eroded social capital and cohesion.
- ▶ Improve the partnership between the public, private and voluntary sectors.

“We will now look into these cases in greater detail”



The project initially registered 63 volunteers from the existing Neighbourhood Watch Scheme. A clear framework was established to ensure that voluntary work was safe, communication was good amongst those involved, clear targets for growth were set, an overall coordinator to drive the project was appointed and a charter was created to outline what was expected of all involved.

Since the project began, involvement from the local community has quadrupled. There have already been over 100 projects. A partnership has grown up between the police, community organisations, 20 schools, 89 local businesses (including some small and some large national firms like the National Grid and Barclays) and the council's partner contractors.

The project included a rejuvenation of a rundown community hall that used an incentive of a celebratory tea with the mayor and positive publicity in the local media. The refurbishment was co-designed with users of the community hall, and capitalised on the projects partnerships by obtaining sponsorships from businesses. The project saved £13,000, meant the hall could be used for more activities and instilled community pride, social cohesion and capital.

The project captured the imagination and enthusiasm of young people, e.g. enabling students and others in the Future Jobs Fund to gain skills and improve their general employability. It also allowed them to provide clear role models for other young people inclined towards anti-social behaviour.

The project also developed community capacity, with residents forming efficient teams to carry out work, supported by training and resources from the council.

With public spaces being cared for by communities, so reducing the maintenance spend needed, Solihull Council believes the projects have saved over £200,000.

The project highlighted the need for:

- 】 A strong coordinator.
- 】 Strong frameworks to safeguard against failure.
- 】 Quick wins, incentives, and publicity to scale up the project.
- 】 Involvement of young people.
- 】 Strong partnerships.

## 2. Castle Vale Community Housing Association – Ian Bingham

Castle Vale Community Housing Association (CVCHA) was established in 1995. It is now an anchor organisation in Castle Vale, working with tenants on service delivery and has, since 2001, a resident majority on the board that develops housing policies. It has formed a partnership with West Midlands Police, Birmingham City Council, the Primary Care Trust, the local school and college, and the Tenants and Residents alliance.

Through a charitable subsidiary, the association also delivers a wide range of non-housing services which residents have identified as essential to the long term sustainability of the estate, including:

- 】 Outreach employment and training (targeted at long term unemployed and hard to reach groups)
- 】 Tenancy support
- 】 Youth outreach work
- 】 Health improvement initiatives.

Co-production takes place in many fields. For example, CVCHA realised that there were gaps in primary care and started initiatives to help educate residents in health improvement. In community safety, CATCH Radio (Community Action Tackling Crime & Harassment) – was established in 2002 with public funding. It created a network of residents across the estate with handheld transceiver radios. Residents with radios are linked to the police, a locally based CCTV control room managed by a local resident, and community wardens. The initiative was a direct response to concern amongst residents and used lessons learned from a similar project in Walsall. The initiative helped reduce crime but crucially also helped to reduce fear of crime within the community

Co-production in Castle Vale has made the area a place where people now want to live – there are 2,500 people on the waiting list. Life expectancy has increased by 7 years. There has been a steady reduction in crime since statistics for Castle Vale were first recorded separately in 2003. The neighbourhood is now one of the safest places to live in Birmingham.

**“Great to hear from passionate people with co-production on their agenda”**

The ingredients that had made co-production a success in Castle Vale were:

- 】 An empowered community
- 】 Enlightened service providers who were a key to ensure transformation took place
- 】 The presence of a community anchor, hub and assets
- 】 Neighbourhood partnership

### 3. Engaging with Worklessness in Displaced Communities – Rabiya Latif

This Birmingham City Council project provides high-quality information and guidance so that refugees and economic migrants can access appropriate and sustainable employment.

Rabiya Latif highlighted the co-production approach in the project.

- Community groups were involved from the outset in setting up the service and share the responsibility for it.

- Surgeries are held in places such as churches, cultural events and gatherings that are likely to attract people who would otherwise be marginalised.
- Former service users from the communities who had been successful were invited to speak at events to be role models for future service users and to influence potential employers.
- Key relationships were formed with influential community figures who could influence other members of their communities to become involved.
- Open consultations were held which allowed voluntary groups and service users to share experiences and ideas to improve service delivery.

The key lessons from this project were to:

- Involve users and groups and to share responsibility.
- Build in methods for involvement of users from the outset and be clear and open about them.
- Design attractive incentives – it's crucial that people feel appreciated, e.g. personal development support in this project gave something back to the co-producing users.
- Understand how crucial it is to break the cultural barriers to co-production that exists in councils throughout the UK.

**“Shows how local communities and people can make things happen”**

**“These case studies really bring it all alive”**



### 4. Upper Horfield's Pride of Place Initiative: Residents and partners working together for change – Oona Goldsworthy and Ben Lavender.

Bristol Community Housing Foundation (BCHF) has worked with residents and partners to improve the Upper Horfield estate in Bristol through the 'Pride of Place' initiative, forming a Pride of Place Group which links community representatives with key agencies in the area.

BCHF supports a network of street representatives, who meet with agencies at monthly meetings and attend monthly walkabouts with housing and

waste services, police, Fire and Safety Bristol to identify issues and assess the streets in the area. Issues that are identified are logged and reported for action by the appropriate agencies.

The group has also developed a Neighbourhood Action Plan, identifying persistent issues for partnership action.

The Initiative in Upper Horfield aimed to:

- Make it a clean, safe and green neighbourhood.
- Build strong relationships between residents and neighbourhood service providers.



- › Create attractive and well-managed green spaces, and high-quality play spaces for children and young people.
- › Ensure all residents felt safe.

Some of the initiatives, such as monthly litter picks and walkabouts are popular and have helped to develop a genuine relationship between residents and service providers. In fact, the partnership has increased since the project started including the introduction of work with schools.

Alongside the Monthly Pride of Place community meetings, larger events like 'Big Tidy Ups' are held in partnership with the Police, Waste Services and Safer Bristol where, for example, consultation also takes place on changes to street design.

The initiative has resulted in: a new plastic bottle recycling bank; six new street litter bins; 36 street reps who have been recruited in the area and trained by Bristol City Council; annual front garden and sunflower competitions; funding for a youth music project and youth rangers project; and the securing of the redevelopment of Poets Park which has been an area that suffered long-standing anti-social behaviour.

Key lessons from this project included:

- › It's key to start with what residents are concerned about.
- › It is crucial to build trust and partnerships.
- › It is important to work WITH residents and not simply do the initiative TO residents.
- › Good quality volunteers and co-producers are not simply 'free labour' – it takes time to embed them productively in activities of the area but this eventually pays off by creating an efficient process and reduces potential conflict over the long-term.

The Neighbourhood Action Plan also helped to secure funding for some projects. For example, spin-off youth projects, such as an anti-graffiti project and a film project about community safety, were developed. The Plan also ensures that all agencies and residents make inputs into the clean, safe and green priorities for the neighbourhood. The Action Plan has become a core part of the Pride of Place Initiative and helped to focus the work of the Group.

**“I like the direct accountability to citizens that this project developed – it’s a good model to be replicated elsewhere”**

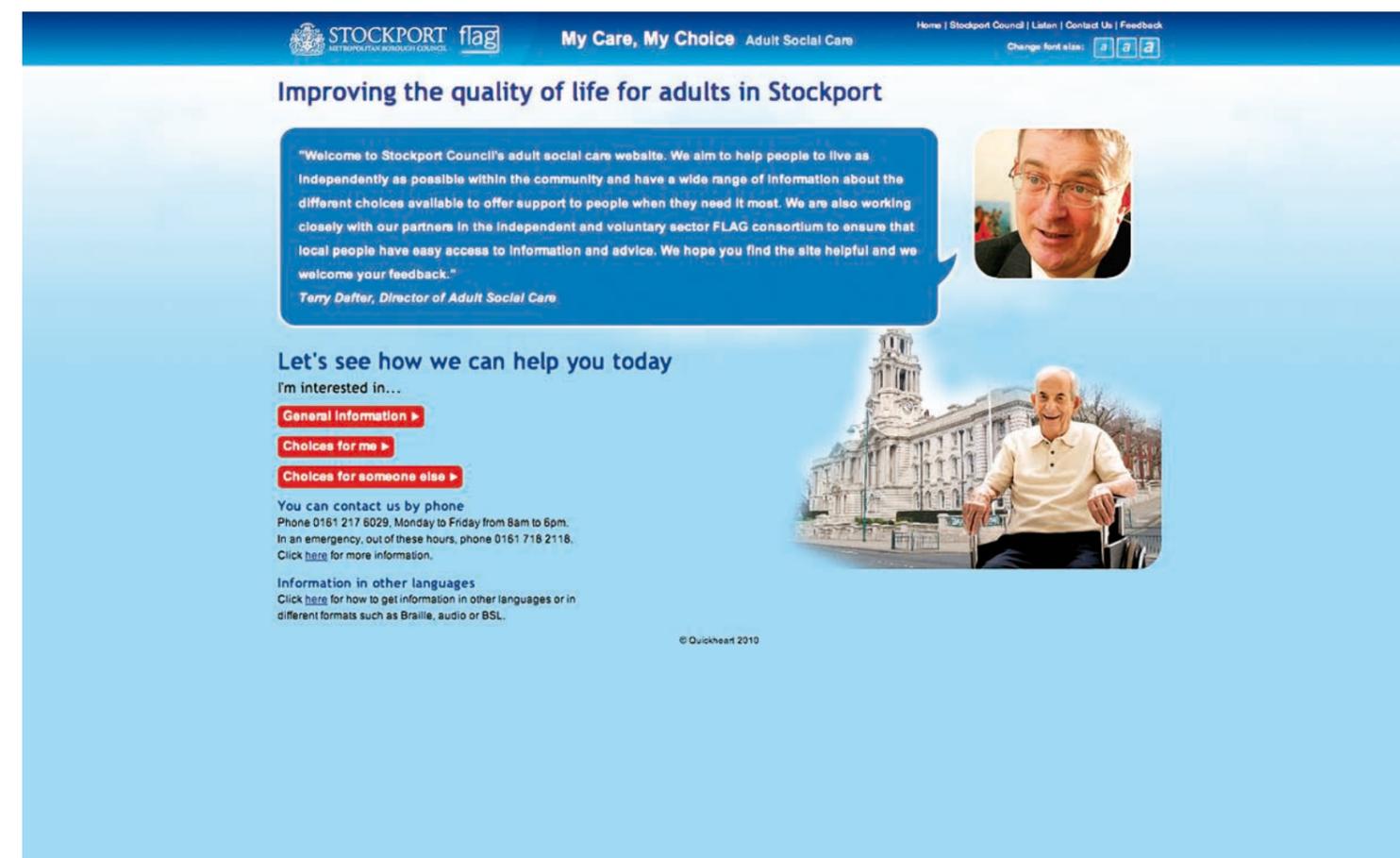
**“An excellent example of what working together can achieve”**

### 5. Stockport Council 'My Care, My Choice' social care website – Jude Wells and Robert Powell

After some research, Stockport Council's Adult Social Care Department realised that its website didn't provide the information that people using the site needed to inform their decision making. Indeed, 43% of enquiries from the site were not associated with Adult Social Care and the vast majority of requests for assessment were made via telephone, not from the website. (And 14% of these calls were abandoned).

The research indicated that the original website put off many users because they couldn't understand the language or find their way around the site. So the decision was made to co-design a new website with users, so that everyone could understand the social care services available locally and could follow easily the pathway by which they could apply for an appropriate and personalised service from Stockport Council.

The council consulted service users to identify their priorities for services. The results showed



that people wanted to be seen as part of their local community and not to be perceived as a burden. Being able to make choices and remain in control of their lifestyle was also important.

The consultation also provided feedback about how to make services more relevant. For example, people felt it was important to have the right information, e.g. on costs, early on in the process. They wanted the website to use everyday language and avoid jargon.

This feedback led Stockport Council to:

- 】 Recruit a number of testers to help provide feedback on layout, photos, and language during the development phase
- 】 Set up an editorial board of staff from all the service areas to ensure they felt ownership of the website.
- 】 Work with a copy writer to ensure website language was accessible and did not suffer from jargon and 'expert speak'.
- 】 Adopt bright colourful and positive images on the website, showing clearly different stages of the customer journey but in a consistent style.

As a result, following the re-design of the website:

- 】 the site had over 67,000 visits;
- 】 calls at the contact centre were reduced by 38%;
- 】 abandoned calls were reduced by 38%;
- 】 calls were higher quality;
- 】 the experience of users was enhanced and stress was reduced;
- 】 the new website has saved Adult Social Care the equivalent of about £300,000 p.a.;
- 】 other local councils have contacted Stockport to explore the website as best practice.

Key lessons from this project were:

- 】 Information is crucial to informed decision making and high quality website is a critical element in this.
- 】 Co-production with users is the key to generating success in website design – especially for people who may be suspicious of new technology – and to ensure that a web-based service meets their needs.

**“I intend to take this example  
back to my council to consider  
emulating it!”**

## 6. Peer education in Lambeth using young people to educate other young people on sexual health – Andrea Legal-Miller

In 2002 the London Borough of Lambeth 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 an adult.

Groups of young people aged 14 to 19 have been trained in each of 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) argued, peer educators have the advantage of speaking to young people in way that's relevant and understandable. They also challenge attitudes, and discuss the values and beliefs that young people have and how these influence their behaviours.

One workshop, for example, is designed to address young people's attitudes. During the session the peer educators break down common slang which is used for boys and girls, and highlight how often these can be loaded and derogatory. The sessions are made to feel fun and light-hearted but they also help students to realise how stereotypes aren't always helpful and to think before they label an individual based on appearance.

The peer educators are involved in the creation and development of the workshops on the basis that they know how to involve their peers. Also they ensure each workshop has a range of activi-

ties to engage both timid and boisterous young people in voicing their views.

The project works to a quality assurance framework. A class teacher is present at every session and, at the end, 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 generally trusted to manage the sessions by themselves and the principal form of monitoring is through the use of the evaluation forms.



The training usually consists of 2 hour sessions over 12 to 16 weeks with around 20 young people completing training at any time. Time is spent looking at attitudes and exploring the fact that these are sensitive issues about which people can have polarised opinions. Professionals contribute to the training around sexual health, substance misuse, domestic violence and lesbian, gay, bisexual and transgender issues. As a result, peer educators have direct access to professionals working in Lambeth.

Peer educators are treated as unqualified youth workers and paid accordingly (£8.31 per hour). This is seen as an important part of recognising their commitment and professionalism

Over a period of eight years, around 250 young people have been involved as peer educators and several hundred workshops have been completed.

*Impact on students:* Feedback from the evaluation forms has been very positive from both students and their teachers. For example when answering 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 teachers' scores for effectiveness were about 6 on the 10 point scale.

*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 has fallen every year since 2003 to 2009 (latest available statistics). The provisional 2009 under 18 conception rate has fallen to 59.5 per 1000 girls aged 15–17 years old. Between 1998 and 2009 Lambeth's teenage conception rate has been reduced by 30.2%. Of course, the peer education programme does not claim to have single-handedly caused this reduction. However the reduction in teenage preg-

nancies in other London Boroughs has been at a slower rate. It can certainly be argued that the programme has made a significant contribution to reducing teenage pregnancy rates.

*Impact on the peer educators:* Peer educators feel the project has helped to increase their skills, confidence and aspirations. They have been offered jobs as learning mentors and teaching assistants and have worked in the youth service. Many have gone onto university. It is also worth noting that here is a very low drop-out rate and many peer educators stay for 3 or even 4 years.

Key learning points from this project were:

- ▶ Young people have a wealth of specific knowledge that can be bolstered by training and then injected back into the community. As such, young people are a valuable resource.
- ▶ Showing young people that their knowledge is valued by others can spur them on to be positive role models and contribute to their community.
- ▶ The peer principle can be extended across services and groups. For example Lambeth Council also works with young people as peer inspectors. The principle is that young people inspect services based on surveys, observations, and mystery shopping. This peer approach could also be translated to working with older people, harnessing their unique knowledge and experiences to support other older people who may be isolated. Older people's knowledge and skills could also be used in intergenerational projects such as sharing life skills like cooking.

## 7. Mosaic Clubhouse – a psycho-social rehabilitation model of recovery – Hilary Belcher and Mildred Niryoziina

The Mosaic Clubhouse was established in 1994. It has global links to other similar clubhouses through the International Centre for Clubhouse Development. It operates as a center for individuals recovering from mental health problems. Individuals who use the clubhouse do so through volunteer work – in partnership with staff members, they help with the day to day running of the clubhouse.

The Clubhouse is founded on the belief that no matter how severely mentally ill they are, all people have the potential to be productive and have the right to dignified and meaningful relationships.

The clubhouse supports the recovery of members by providing routes back to paid employment, educational classes that can lead to qualifications, and, crucially, the chance to become a part of a community within the clubhouse.

The Clubhouse uses a partnership approach based on a collegial relationship between staff and clubhouse members. Being treated as an equal is a significant step in the journey a person makes in improving their self-esteem and confidence.

One clubhouse member gave her perspective on how the clubhouse had helped her. She suffered from mental health problems after fleeing the Rwandan genocide in 1994. She described the Mosaic Clubhouse as her 'safe place', that gave her an 'incentive and a reason to live'. She said that the equal relationship between members and staff created an atmosphere that 'gives a sense of belonging'. The clubhouse had also provided her with training and a chance to become a language

teacher. Participants found her story particularly inspiring and a clear example of the positive influence co-production can have.

Key lessons from this case were:

- ▶ It is crucial for the relationship between professional and service users to be a genuine partnership.
- ▶ Giving people a significant and responsible role in managing the quality of their own lives can build their self-confidence and allow them to contribute much more to others.



#### 8. Saving Blackheath Fireworks Night! What a successful public fundraising campaign looks like – Kellie Blake

The Blackheath public fireworks display on Bonfire Night has been a long standing highlight of Lewisham's events calendar – in 2009 about 80,000 people attended. It has in the past received funding from Lewisham and Greenwich Councils as well as from private sponsorship. In October 2010, funding was suddenly withdrawn

by one of the councils and the organisers had a major funding shortfall. Rather than cancelling at short notice, the organising team instead decided to launch a public appeal for donations, although with some nervousness!

Lewisham Council also saw the public appeal as a way of testing the popularity of the event, to inform the decision about whether to go ahead in the following year.

The appeal was promoted through traditional and new media – e.g. a Pay Pal account was set up for donations, a collection was held on the night and there were auctions on eBay for exclusive packages. The eBay auction ran for 10 days – although the starting price was 99 pence, the eventual winning bid was for £1000.

The appeal attracted a great deal of interest and comment, especially online. Local bloggers got involved with championing the cause. There was a significant increase in traffic on the Lewisham Council website and mentions on social media channels (70% increase).

The campaign raised £25,000 which went towards the shortfall of £36,000. £1000 was raised through eBay. £2,500 was donated by individuals through 350 donations to PayPal. £4000 was raised through the collection. The rest of the £17,000 raised was secured from sponsors. This would not have been possible if it were not for the awareness raised by the campaign.

In addition, other members of the local community generously donated their time and skills. For example, a local amateur took the photos on the night, and local professional film makers made a film of the event (now available on YouTube).

The event itself was a great success – attendance was actually up by 20,000 (indeed, if this had been anticipated, far more collectors might have been recruited for the night, which might have significantly increased the amount collected).

The Council received a clear indication that people value the fireworks event and that it would be worthwhile continuing in the future.

This case study suggested the following lessons:

- ▶ The campaign's success was down to the local community's support. This is a clear example of a local community making its priorities known, once it is given the mechanism for doing so.
- ▶ The use of social media and positive word of mouth helped inform the community rapidly and effectively with a minimal use of resources.



## HOW GOVERNANCE INTERNATIONAL CAN HELP YOU TO MAKE CO-PRODUCTION WORK

We hope you have found this Roadshow report interesting and useful. Actually, our hopes go far beyond this – we hope it makes you even more determined to improve the way YOU co-produce outcomes with the people who use your services and with their communities.

If you want to make your co-production approach more effective and are looking for systematic ways to tap the resources of your service users, contact *Governance International*. We offer:

- ▶ **in-house workshops on co-production** for your managers and staff to highlight cost-effective ways forward;
- ▶ **access to the training for trainers programme** using the newly developed Co-production Star developed specifically for Health and Social Care.
- ▶ **co-design of a co-production strategy** for your service, your agency or your partnership, also bringing in the people who use your services and their communities;
- ▶ **community audits** to explore the willingness of service users and their communities to co-operate with you in new ways;
- ▶ **facilitation of co-design, co-commissioning, co-delivery and co-assessment** initiatives in imaginative and inter-active ways;
- ▶ **best practice cases in co-production** to give you and your colleagues fresh ideas;
- ▶ access to the **International Co-Production Exchange**, a network of ‘critical friends’ to provide you with ‘hands-on’ advice on how to make the most of your work with users.

## FURTHER INFORMATION

Bristol Community Housing Foundation’s ‘Upper Horfield’s Pride of Place Initiative’ case study

Department of Health – ‘Practical approaches to co-production: building effective partnerships with people using services, carers, families and citizens’

Department of Health – ‘Practical approaches to improving the lives of disabled and older people through building stronger communities’

Governance International – ‘Study visit on co-production: user-centred innovations in public services in the London area’

Governance International’s ‘Making the cuts – how to involve service users and communities: the big society, small budgets model’

Solihull Council’s ‘Environment Champions Programme’ Case Study

Stockport Council’s ‘My care, My Choice’ social care website case study

The Governance International Co-production tree

The Governance International website

The London Borough of Lewisham’s successful public fundraising campaign to save Blackheath Fireworks Night case study

**“Revived my commitment to co-production!”**

**“The Roadshow produced a sense of ownership, shared amongst presenters, facilitators and the audience – a good model of a co-produced event that included the audience”.**

**“It worked today because we felt COMFORTABLE!”**

**“Very informative!”**

