All in this together?
Can citizens help improve public outcomes through co-production?

Speaker
Professor Tony Bovaird
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CEO
Governance International

Moderator
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Social Intrpreneur - Innovation Challenges
Auckland Co-design Lab
“How might we support parents to give their tamariki the best start in life?”
Collaboration and partnership
Our approach: overview

1. **FRAME**
   Reviewing key research and data

2. **Explore**
   Ethnographic research and key insights

3. **Imagine**
   Co-creating new ideas

4. **Test**
   Low cost, low risk prototyping
Evidence base

‘Blending quant and qual’

Framing

Voice of South Auckland parents

Longitudinal data for 1200 South Auckland families

Growing Up in New Zealand

Wider research and data

Center on the Developing Child
2. Explore: Lived experience of parents
THE TWO WAVES

We heard that mothers experience having a baby in two waves - the first wave describes the time up to and surrounding the birth and the second wave describes what happens when they return home after birth. Each wave impacts the family as a whole but mums felt particularly unprepared for the intensity of the second wave. Although many new mums are anxious taking their baby home for the first time, anxiety was compounded by other life challenges such as post-natal depression, lack of resources and relationship issues. These challenges are experienced as an undertow that creates instability.
CREATING ‘HOME’

Becoming a parent brings about many changes including how people live in their homes. Some families have less control over this if they are renting, sharing a home with a disruptive partner, living in poor or overcrowded conditions or are frequently moving house. This lack of autonomy can negatively impact on the family’s ability to parent. In order to cope, parents show resourcefulness by changing how they use the space they do have, developing new routines and structures, or creating “home” in safe places outside the house such as libraries, parks, churches etc.

“My house is so cold and damp that we look for places to go during the day – especially the church and library.”

“I have created places for their things and they have special spots for their reading and eating.”

“My ex partner is staying on our couch cos he has nowhere else to go. When he’s here I can’t get my downtime in the lounge and the kids and I feel uneasy.”

“We use the bedrooms as play areas and we all sleep in our bedroom. Playcentre taught me about child led play so we prioritise that.”

“My partner, baby and I live in one bedroom at my Aunty’s house. There are nine other people living in this place. It’s so noisy I can’t get baby to sleep. We can’t create routines like the nurse told us too.”

“Sometimes we go up airing clothes so that we have a quiet place where we can get away from all the people at home.”

“We feel really welcome here and there is plenty of space to play.”

My partner can’t find work so we keep shifting. It’s really hard to pack up our lives all the time. I just want a place to eat some meals down. My baby hasn’t been to Plunket in a while.”

“I’ll pack a picnic and spend the whole day here sometimes.”
Parents feel lots of pressure and judgement. This can create feelings of guilt and anxiety and a desire to push themselves even harder for their children. This can leave them physically and emotionally unwell. It can take a crisis for them to prioritise self-care. Here, mums describe some of the pressures they experience and some of the self-care activities they use to manage them.

**Feelings from pressures and judgements**

- **Overwhelmed**
  - I want my kids to stay with their grandparents, but they think snacking is ok. I don’t want that for my kids.
  - I was worried my neighbours think that I’m hurting my baby when she cries really loud. I’m scared of CYPs.

- **Guilt**
  - I talk the way they look at me. I feel guilty, I just don’t know how to express myself.

- **Anxiety**
  - I’m constantly worried about money, I feel bad I can’t make ends meet and support my family.

**Self-care toolbox**

- **Share**
  - I do a lot of voluntary work for love, to give back to my community.

- **Chill**
  - Books are so good. It’s like having a TV on in my head.

- **Control**
  - Getting tattoos helps me to feel and connect with me. I have control over my body again.

- **Active**
  - I have to do my crossfit. I have to have my time to be fit to look after my kids. If I’m not fit, I get grumpy and I scream at them.

- **Learning & personal development**
  - I’m proud of my certificates and achievements. I know they will help me get work in the future.

- **Rest**
  - Making a bit of extra money helps me to get to the end of the week and takes the stress off me.

- **Baking**
  - Baking is a big part of my life. It really helps me when I’m depressed.

- **Active**
  - I take time out for myself to fix things and sometimes teach my friends how to too.
SERVICE OR DISSERVICE?

There are many services available to parents. A bad service experience can make a parent feel judged and unsupported, whereas a good service experience helps them to feel confident in their parenting. We learned that a positive service experience blends both technical expertise and empathy.

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Cared for

My Plunket nurse "brought out the rule book" sometimes. She brought me her family’s hand-me-downs. I was grateful to her since winter is coming up.

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Guilt

I told my maternity nurse that I wanted to formula feed my baby. They asked me to sign a disclaimer form about "Breastfeeding is best." I refused to sign it and stuck out.

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Upset

My baby’s getting sick. I checked the mums’ group on Facebook for advice. I remembered seeing a post about checking temperature. There were mixed opinions in the comments section.

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Embraced

My teacher’s aid course taught me about child development and how important it is for mums to be with their kids. They even let me take baby to the course.

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Excited

I went to the Manurewa Parenting Help. They really understand me. They even made me a cup of coffee. They said I could begin a teacher’s aid course and help me get back to work if I wanted.
<table>
<thead>
<tr>
<th>Helpful</th>
<th>Unhelpful</th>
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</thead>
<tbody>
<tr>
<td>It's great my parents live so close by. I can just turn up anytime</td>
<td>I always have to look after my brother's kids – but he never helps me out</td>
</tr>
<tr>
<td>My parents help me out so much. I call them 'mum and dad PakinSave'</td>
<td>My parents passed away – I miss them so much</td>
</tr>
<tr>
<td>I spend lots of time with my cousin – our kids are the same age</td>
<td>I'm worried that my parents will smack my kids – I don't know how to let them know that's not what I want</td>
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<tr>
<td>My friends are great when I need to let my hair down</td>
<td>My kid seems to be a real conversation stopper when I'm hanging out with my old friends</td>
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<tr>
<td>We know everyone on our street and we all look out for each other</td>
<td>We don't feel safe in our neighbourhood and I don't let my kids outside to play</td>
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<tr>
<td>Some volunteers from the church came and cleaned up our garden – I was so grateful</td>
<td>I have to watch my kids when we are at church – I don't have time to pray</td>
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<tr>
<td>I've met people who are like family to me now</td>
<td>We changed to a Polynesian church because we didn't want to make the contributions anymore</td>
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<tr>
<td>When we had nowhere to live, my friends from the church opened their doors</td>
<td>Sometimes people drop food off for us</td>
</tr>
<tr>
<td>Sometimes people drop food off for us</td>
<td>I can engage on my own terms – anytime, anywhere</td>
</tr>
<tr>
<td>I can just watch from the sidelines or get really involved</td>
<td>I can be as anonymous as I want</td>
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<tr>
<td>I can catch up with friends and family from all over</td>
<td>I don't always know what the right advice is</td>
</tr>
<tr>
<td>Other mums seem to have it all together on Facebook – when I compare myself to them I fall short and I end up feeling worse</td>
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<tr>
<td>Civic Spaces</td>
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<tr>
<td>Our park is close by and there are always other mums there to chat with</td>
<td>We love the pool, it's really cheap and we can stay there all day</td>
</tr>
<tr>
<td>If it's free – we'll be there!</td>
<td>Sometimes I feel judged by other parents</td>
</tr>
<tr>
<td>Parent Groups</td>
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<tr>
<td>It's great when we are all talking honestly about how hard it really is</td>
<td>I love being able to celebrate and commiserate the small things with other mums</td>
</tr>
<tr>
<td>Parent Groups</td>
<td></td>
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<tr>
<td>It's hard when the playgroup is really small</td>
<td>People keep coming and going – it makes it hard to get to know people</td>
</tr>
<tr>
<td>Lots of the ECEs are full so I have to travel outside of my neighbourhood to drop my baby off</td>
<td>It costs a lot to have my kids in ECE</td>
</tr>
<tr>
<td>Our ECE is great – sometimes they give us food to take home</td>
<td>My Plunket nurse hooked me up with a playgroup</td>
</tr>
</tbody>
</table>
WORKING TOWARDS A BETTER FUTURE

Mums want to do the best for their children right now but are also seeking opportunities to create positive futures for themselves and their family.

Some of the things parents told us they were doing to create positive futures:

- Putting careers on hold to stay at home with their children
- Going outside their comfort zones
- Seeking out good role models
- Creating positive parenting practices
- Creating non-smacking and violent free homes
- Gaining skills and education
- Strengthening cultural values and practices
- Keeping up with children's educational needs
- Budgeting including total money management
- Creating enterprising opportunities
Co-design mamas: parent experts

We asked parents to prototype what working well together would look like, they valued:

• Trust and honesty
• Transparency
• Comfortable environment where it’s easy to speak up
• Real and meaningful relationships
• Putting tamariki (children) first
• Consistency – “we want to talk to the same people!”
• Feedback – closing the loop
3. Imagine: Co-creating ideas

CREATING ‘HOME’ STORY BOOK
Co-design sprint
26-28 July 2016
4. Test: Low cost, low risk prototyping

Fast and safe to fail
- 5 ideas and parent led
  - @ libraries, parks, Plunket
- Engaged 100+ parents
- Iteration and prioritisation

Fun Space – Manurewa
- 8 week parent led pilot
- Designed by parents
  - Supported by Healthy Families
- Used council leisure centre during ‘off-peak’ time
Value of a whānau centric approach

- **Manaakitanga** - Host whānau in a way that empowers them. Reduce barriers to participation.
- **Whanaungatanga** - Establishing meaningful relationships in culturally appropriate ways.
- **Tino rangatiratanga** – Offer autonomy to decide how and when people participate. Co-decide.
- **Mana** - Whānau are the experts in their lives. Create a balance of power between decision makers.
- **Ako** - Mutually reinforcing learning.

Foundations for co-production?

- Start with a learning mindset
- View people as part of the solution not problems to be fixed.
- Build capability to co-design and co-produce (...including staff).
- Manage risks don’t avoid them.
- Prototype and test new ideas
“Thanks for asking, Thanks for listening, Thanks for caring.”

“Taking part in this has made a great difference to me. I'm now talking to a big group of people about an idea with passion and I believe that we can change this.”
Next steps - 2017

• Working with Plunket in Manurewa
• Collaborating with Auckland Council’s Te Toa Takatini programme in South Auckland
• Continued collaboration with Growing up in New Zealand study

Contact
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Alastair.child@aucklandcouncil.govt.nz
Better outcomes through outcomes-based commissioning and co-production with communities in Auckland

Anzsog Seminar, Auckland, 20 March 2017

Prof. Tony Bovaird & Dr. Elke Loeffler
About Governance International
www.govint.org

• A leading provider of co-production training, research, study visits and consultancy projects to improve citizen outcomes - http://www.govint.org/our-services/co-production/

• Working internationally to support local authorities and other public agencies to make effective use of the Co-Production Star toolkit

• Evidence-based citizens surveys and cost-benefit analysis of co-production (DCLG, Welsh Government, Joint Improvement Team Scotland, Bertelsmann Foundation).

• Good Practice Hub http://www.govint.org/good-practice/ provides international co-production case studies, many also featured on the OECD Observatory Public Sector Innovation website.
Commissioning better outcomes and social value
Some challenges for outcomes-based commissioning

Generally not very outcome-based, and certainly not ‘holistic quality-of-life’ based

Doesn’t join up what we do to the priority outcomes we want through evidence-based cause-and-effect chains

Not ‘capabilities’ or ‘co-production’ based
How not to do it ...

AND ...?

“To reduce the occurrence of coronary heart disease and to reduce associated deaths and ill health and to improve the treatment and rehabilitation of those suffering from it.”

Health of the Nation
(HMSO, 1991)
Pathways to Outcomes for Coronary Heart Disease

To improve physical quality of life

To defer deaths from heart disease
- To reduce occurrence of heart disease
  - To improve diet
  - To improve fitness
- To improve acute treatment
- To improve rehabilitation after treatment

To improve physical wellbeing of those with C.H.D.
- To improve diet
- To improve fitness
- To take medication
How we can achieve better outcomes through co-production with communities and service users
What co-production is about?

„It takes two – professionals and communities.“

"Co-production is about professionals and citizens making better use of each other’s assets, resources and contributions to achieve better outcomes or improved efficiency.“

http://www.govint.org/our-services/co-production/
What isn’t co-production of public services

<table>
<thead>
<tr>
<th>Who is involved?</th>
<th>Involvement of service users and communities</th>
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</thead>
<tbody>
<tr>
<td>Involvement of professionals</td>
<td><strong>Level of involvement</strong></td>
</tr>
<tr>
<td></td>
<td><strong>high</strong></td>
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<tr>
<td></td>
<td><strong>low</strong></td>
</tr>
</tbody>
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Group exercise

Which definition of co-production would be best for your organisation, service or local area?
How to achieve better outcomes through co-production?

The Five Steps of the Co-production Star
Step 1: Map it

Explorer Workshops for managers, staff and users, working with the Co-Production Explorer, in order to:

• Identify the activities already making use of co-production (and at what level)
• Identify the potential for new co-production activities, feeding in 'revealing practice' from national and international best practice.
Key co-production approaches:
The Four Co’s of the Co-production Star

- Co-commission
- Co-design
- Co-deliver
- Co-assess
Case study:
Co-production of young people's services in Surrey County Council

**Co-commissioning:** Surrey CC developed an outcomes-based system of objectives involving young people and local partners.

**Co-designing:** Surrey CC developed a communication platform with young people.

**Co-delivering:** Young people are involved in the governance and projects of youth centres, based on agreements between Surrey CC and service providers.

**Co-assessing:** Surrey CC engages in conversations with young people to get their feedback on outcomes achieved.

**Results:**
- A 60% reduction in the number of young people who were NEET (2012–2014)
- A 90% reduction in the number of young people who were first-time entrants to the criminal justice system (2009-2013)
Step 2: Focus it

Draw up a Co-production Priority Matrix, rating the existing and potential co-production activities in terms of the improvements and savings they achieve, and in terms of the level of effort they need from citizens.

Undertake a Co-Risk Analysis from the point of view of the local authority and service users/local communities.
Case study: Priorities for improved wellbeing of people living with dementia in East Dunbartonshire Council in Scotland

**Priorisation approach:** Small group and 1 x 1 consultation of 56 people living with dementia
Use of visual tool for people with communication challenges
Rating of project proposals against Co-Production Priorisation Matrix

**Results:** Co-delivery of six projects with people living with dementia based on identified priority outcomes

- Building caring communities
- Having fun together
- Increasing mobility & connectivity
Community Surveys to find out
- what local people are already doing
- what more they would be prepared to do

Capabilities assessment – to map systematically what your users are doing already, or are prepared to do in future, that might help other users (to complement needs assessment and support planning)

Co-production Labs to bring together users and professionals who are interested in delivering the prioritised co-production projects.
Case study: The ‘See What You Can Do’ Approach to assess the capabilities of social care users in Walsall Council

- Positive conversation about outcomes sought by service user
- ‘See What You Can Do’ conversation in support planning process
- Development of ‘offers’ the individual is keen to make and identify conditions (e.g. transport, pooled budgets)
- Matching the ‘offer’ to an opportunity
Step 4: Market it

Assess qualitative and quantitative outcomes through the Business Case Generator

Agree a Co-production Charter for the service, setting out the roles, responsibilities and incentives for users, communities and staff.
Public Accountability for Co-Production

The Co-Production Charter will set out:

1. What the signatures of the Co-Production Charter have agreed as the rights and responsibilities which all parties should expect from each other, including the standards of behaviour which they pledge to maintain.

2. What happens if these pledges are not met.

3. When and how the pledges will be reviewed.

4. How you can support the Co-Production Charter by making a pledge.
Case Study: A cost-benefit analysis of the activities of the Balsall Heath Neighbourhood Forum in Birmingham in crime reduction

Cost-benefit ratio of activities of Balsall Heath Neighbourhood Forum to reduce crime is 7:1

Step 5: Grow it

Introduce outcomes-based commissioning to implement successful co-production projects faster

Align the performance management system and competency framework to promote co-production behaviour.
A performance management system based on outcomes

Wellbeing

- Development
  - Safety (low risk, high resilience)

- Economy
  - Economic security
  - Good health

- Equality
- Home
- Leisure fun
- Social connections
- Environments
- Safety

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Five steps towards the CitizenPoweredCouncil ...

Toolkit for a five step transformation process to improve co-commissioning, co-design, co-delivery and co-assessment:

- **Map** existing co-production approaches and new opportunities (Co-production Explorer)
- **Focus** on those with highest impact (Co-production Priority-Matrix)
- **People** your co-production approaches (Capabilities Assessment and Co-Production Labs)
- **Market** the behaviour change (Outcomes Assessment and Co-production Charter)
- **Grow** co-production through culture and system change (Outcomes-based Commissioning).
“Home Work”

1. Identify examples of the Four Co’s in your service or local area.

2. Which of the Four Co’s needs to be strengthened in your service or local area – and why?

Co-commission  Co-design  Co-deliver  Co-assess
Share your co-production initiatives with us:

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NZ State Services Commission & the Australia and New Zealand School of Government present:

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Social Intrpreneur - Innovation Challenges  
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Do you have a question for today’s speakers?  
Send this through to:  
021 0268 5305  
to be answered at the end of the presentation

Slides from today’s presentation will be available on the ANZSOG website.
## Upcoming Executive Education Workshops

<table>
<thead>
<tr>
<th>Course Name</th>
<th>City</th>
<th>Dates</th>
</tr>
</thead>
<tbody>
<tr>
<td>Recognising Public Value</td>
<td>Canberra</td>
<td>1-2 May</td>
</tr>
<tr>
<td>Course leader: Mark Moore</td>
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<tr>
<td>Communicate for Impact and Influence</td>
<td>Wellington</td>
<td>16-17 May</td>
</tr>
<tr>
<td>Course leader: Dr Zina O’Leary</td>
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