NZ State Services Commission, Institute for Governance and Policy Studies & the Australia and New Zealand School of Government present:

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

Speaker
Professor Tony Bovaird
Public Management and Policy
University of Birmingham

Speaker
Alastair Child
Social Intrapreneur - Innovation Challenges
Auckland Co-design Lab

Speaker
Dr Elke Loeffler
CEO
Governance International

Moderator
Dr Michael Macaulay
Director
IGPS

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

ANZSOG Seminar, Wellington, 22 March 2017

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

• 10 year track record of co-production training, research, study visits and consultancy projects to improve citizen outcomes.

• Initiator of CitizenPoweredCity Programme to support public sector organisations to make effective use of the Co-Production Star toolkit.

• Surveys of co-production in UK, Germany, France, Denmark, Czech Republic (and Australia)

• National briefings on co-production for England, Scotland, Wales, Germany, Scandanavia and many regional and local governments

• Major academic publication record

• More than 70 international co-production case studies, also featured on OECD OPSI website.
Commissioning better outcomes and social value
Critical success factors in co-production: Overcoming barriers

Generally not very outcome-based, need to develop evidence-based cause-and-effect chains

Lack of targeted experimentation and implementation across public services

Staff not yet practiced in systematic “helping people to help themselves”, e.g. through ‘capabilities’ mapping and ‘matching of community offers’ in the public sector
Needs - Behaviour change + Co-production = Commissioned services

Political priorities

Expressed demand

User resilience

User resilience

Community resilience

Community resilience

Market resilience

Market resilience

Individual outcomes

Community outcomes

Business outcomes

USER VALUE

SOCIAL VALUE

ECONOMIC VALUE

Public organisations

Private business

Social enterprises
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>
</tr>
</thead>
<tbody>
<tr>
<td>Involvement of professionals</td>
<td>Level of involvement</td>
</tr>
<tr>
<td></td>
<td>high</td>
</tr>
<tr>
<td></td>
<td>low</td>
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</tbody>
</table>
Case study: How Community Speedwatch Groups co-produce public safety in Wiltshire and Swindon Counties, UK

Objective: To reduce speeding across the Wiltshire County.

Co-deliver Approach: Local residents work together with the police to change behaviour.

Results: 140 Volunteer Teams active with 765 volunteers carrying out regular speed checks on local roads. (= 14,076 hours of volunteer-led speed reduction interventions between September 2013 and January 2016 with a monetary value of £112,608.)

Fatal and serious injuries associated with road traffic accidents in Wiltshire had reduced by 35% (compared to average from 2005-2009)
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

1. **Map it!**
2. **Grow it!**
3. **Focus it!**
4. **People it!**
5. **Market it!**
6. **CO-Deliver**
7. **CO-Assess**
8. **CO-Design**
9. **CO-Commission**
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

<table>
<thead>
<tr>
<th><strong>Co-commissioning:</strong></th>
<th>Surrey CC developed an outcomes-based system of objectives involving young people and local partners</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Co-designing:</strong></td>
<td>Surrey CC developed a communication platform with young people.</td>
</tr>
<tr>
<td><strong>Co-delivering:</strong></td>
<td>Young people are involved in the governance and projects of youth centres, based on agreements between Surrey CC and service providers.</td>
</tr>
<tr>
<td><strong>Co-assessing:</strong></td>
<td>Surrey CC engages in conversations with young people to get their feedback on outcomes achieved.</td>
</tr>
</tbody>
</table>

### 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 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.
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
Step 3: People it

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.
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

A Co-production Charter for the CitizenPoweredCity

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.
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.
Case study:
The growth of volunteer groups improving public spaces in Rimini, Italy

Objective: “Placemaking”: Ownership of public space at neighbourhood level

Co-deliver Approach: Local volunteer groups work together with Rimini Council

Results: From 1 volunteer group with 8 volunteers in 2011 to 54 with more than 500 volunteers in 2015

Key achievements: 11 clean-up of parks and green spaces, 30 school courts and gardens maintained
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:

**DR. ELKE LÖFFLER**

*Chief Executive*

Web: www.govint.org  
Email: elke.loeffer@govint.org  
Twitter: @govint.org

**PROF. TONY BOVAIRD**

*Director and Professor Emeritus of Birmingham University*

Web: www.govint.org  
Email: Tony.Bovaird@govint.org  
Twitter: @tony bovaird

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Early years challenge: South Auckland

“How might we support parents to give their tamariki the best start in life?”
Collaboration and partnership

- Challenge
- Core Team
- South Auckland
- Parents
- Key Partners
- Wider Stakeholders

Logos:
- Auckland Council
- SKIP
- Healthy Families
- Plunket
- Southern Initiative
- Ohomairangi Trust

Manukau
Manurewa-Papakura
He oranga whānau

"Ehara taku toa i te toa takitahi engari, he toa takitini"
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

Growing Up in New Zealand

Longitudinal data for 1200 South Auckland families

Wider research and data

HARVARD UNIVERSITY 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.”

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

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

Sometimes we go out for lunch so that we have a quiet place where we can get away from all the people at home.

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.

- I feel overwhelmed by the amount of things I need to do.
- I feel guilty for not being able to do everything perfectly.
- I sometimes feel angry about the lack of support.
- I feel anxious about the future.
- I feel frustrated with my own abilities.

**Self-care toolbox**

- **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 take time out for myself to fix things and I sometimes teach my friends how to too.
  - Making a bit of extra money helps me get to the end of the week and takes the stress off me.
  - I'm proud of my certificates and achievements. I know they will help me get work in the future.
- **Share**
  - I do a lot of voluntary work for love, to give back to my community.
  - Baking is a big part of my life. It really helps me when I'm depressed.
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.

Key:
- Technical
- Empathy

Cared for → Grateful
My Plunket nurse said, “Don’t worry about the rule book” sometimes. She brought me her family’s hand-me-downs. I was grateful to her since winter is coming up.

Welcome → Excited
I went to the Manurewa Parenting Helpline. They really understood 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.

Empowered
My teacher’s aide 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.

Guilt → Pressured
I told my midwife 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 snuck out.

Unsure → Confused
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.

Upset → Embarrassed
I got worried so I went to A&E. The nurse got cross and said “why did you wait so long to bring baby in?” She made me feel like another young, new, brown mum.

Dismissed
I went to the GP for the second time because baby still wasn’t eating well. He said, “It’s normal for a kāwi baby” I didn’t know what that meant, but he wasn’t even trying to understand me.
**Connections**

Being a new parent increases the need for social support and connection. Sometimes new relationships and supports are formed and sometimes existing relationships change. These relationships vary for each parent and they can hold both helpful and unhelpful elements.

### Helpful

<table>
<thead>
<tr>
<th>Whānau / Family</th>
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<tbody>
<tr>
<td>My parents help me out so much I call them ‘mum and dad PakinSave’</td>
</tr>
<tr>
<td>I spend lots of time with my cousin – our kids are the same age</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Friends &amp; neighbours</th>
</tr>
</thead>
<tbody>
<tr>
<td>My friends are great when I need to let my hair down</td>
</tr>
<tr>
<td>We know everyone on our street and we all look out for each other</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Church / Temple / Marae</th>
</tr>
</thead>
<tbody>
<tr>
<td>I can engage on my own terms – anytime, anywhere</td>
</tr>
<tr>
<td>I can be as anonymous as I want</td>
</tr>
<tr>
<td>I can just watch from the sidelines or get really involved</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Social Media</th>
</tr>
</thead>
<tbody>
<tr>
<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>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Civic Spaces</th>
</tr>
</thead>
<tbody>
<tr>
<td>It’s great when we are all talking honestly about how hard it really is</td>
</tr>
<tr>
<td>I love being able to celebrate and commiserate the small things with other mums</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Parent Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>Our ECE is great – sometimes they give us food to take home</td>
</tr>
<tr>
<td>My Plunket nurse hooked me up with a playgroup</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>ECE’s &amp; Plunket</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lots of the ECEs are full so I have to travel outside of my neighbourhood to drop my baby off</td>
</tr>
</tbody>
</table>

### Unhelpful

<table>
<thead>
<tr>
<th>Whānau / Family</th>
</tr>
</thead>
<tbody>
<tr>
<td>I always have to look after my brother’s kids – but he never helps me out</td>
</tr>
<tr>
<td>My parents passed away – I miss them so much</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Friends &amp; neighbours</th>
</tr>
</thead>
<tbody>
<tr>
<td>My kid seems to be a real conversation stopper when I’m hanging out with my old friends</td>
</tr>
<tr>
<td>We don’t feel safe in our neighbourhood and I don’t let my kids outside to play</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>Church / Temple / Marae</th>
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</thead>
<tbody>
<tr>
<td>I have to watch my kids when we are at church – I don’t have time to pray</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Social Media</th>
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</thead>
<tbody>
<tr>
<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>
</tr>
<tr>
<td>Sometimes I feel judged by other parents</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Civic Spaces</th>
</tr>
</thead>
<tbody>
<tr>
<td>There isn’t anything for my under two to actually play with at the park</td>
</tr>
<tr>
<td>Our closest library is too far to walk to and we don’t have a car</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Parent Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td>It’s hard when the playgroup is really small</td>
</tr>
<tr>
<td>People keep coming and going – it makes it hard to get to know people</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>ECE’s &amp; Plunket</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lots of the ECEs are full so I have to travel outside of my neighbourhood to drop my baby off</td>
</tr>
<tr>
<td>It costs a lot to have my kids in ECE</td>
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</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

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

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

- Trust and honesty
- Transperancy
- 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
Alastair Child, Social Intrapreneur – Innovation Challenges
Alastair.child@aucklandcouncil.govt.nz
Do you have a question for today’s speakers?

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

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### Upcoming Thought Leadership Seminars

<table>
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<tr>
<th>Seminar</th>
<th>Speaker</th>
<th>Location</th>
<th>Date</th>
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<tbody>
<tr>
<td>Public value, innovation and collaboration</td>
<td>Dr Scott Douglas Wellington</td>
<td>Wellington</td>
<td>August 2017</td>
</tr>
<tr>
<td>Lean Thinking</td>
<td>Professor Zoe Radnor Wellington</td>
<td>Wellington</td>
<td>23 August</td>
</tr>
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</table>

**Enquiries**
Applied Learning  
T +61 3 8344 1900  
appliedlearning@anzsog.edu.au

Details online at [anzsog.edu.au](http://anzsog.edu.au)
## Upcoming Executive Education Workshops

<table>
<thead>
<tr>
<th>Course</th>
<th>Location</th>
<th>Dates</th>
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<tbody>
<tr>
<td><strong>Recognising Public Value</strong></td>
<td>Canberra</td>
<td>1-2 May</td>
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<tr>
<td>Course leader: Mark Moore</td>
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<tr>
<td><strong>Communicate for Impact and Influence</strong></td>
<td>Wellington</td>
<td>16-17 May</td>
</tr>
<tr>
<td>Course leader: Dr Zina O’Leary</td>
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**Enquiries**
Executive Education  
T +61 3 8344 1984  
Executive.education@anzsog.edu.au  

Details online at [anzsog.edu.au](http://anzsog.edu.au)