

Bangor University

MASTERS BY RESEARCH

What are the Challenges of Evaluating Co-produced Initiatives?

Dalton, Ceri

Award date:
2017

Awarding institution:
Bangor University

[Link to publication](#)

General rights

Copyright and moral rights for the publications made accessible in the public portal are retained by the authors and/or other copyright owners and it is a condition of accessing publications that users recognise and abide by the legal requirements associated with these rights.

- Users may download and print one copy of any publication from the public portal for the purpose of private study or research.
- You may not further distribute the material or use it for any profit-making activity or commercial gain
- You may freely distribute the URL identifying the publication in the public portal ?

Take down policy

If you believe that this document breaches copyright please contact us providing details, and we will remove access to the work immediately and investigate your claim.

Download date: 25. Apr. 2024

What are the Challenges of Evaluating Co-produced Initiatives?

A case study of three projects in Wales

Ceri Dalton

School of Social Sciences

Bangor University

SUMMARY

With the current economic situation with public services in Wales (characterized by an increase in demand with a decrease in spending), it is claimed that the Welsh Government has advocated co-production as a way of working that could transform health and social services and ensure the *well-being* of its current and future generations. The context for the present research is the *Learning in Action* project, which was set-up by the Wales Council for Voluntary Action and Public Health Wales in order to assist co-produced projects in their evaluative practices.

This current study has looked at the challenges of evaluating co-produced initiatives through the case study method. It addressed the three following research questions: What is co-production? How is it evaluated? What are the challenges? Qualitative data was collected via semi-structured interviews, field notes (including those from *Learning in Action* events), project report templates and other information relevant to the study. Three projects were included in the case study.

Data was analysed using a thematic approach, with both *a priori* and emerging themes used to develop a coded analytical framework in line with Edgar Cahn's (2000) four values of co-production (asset recognition, redefining work, reciprocity and social capital) as a framework for some of the data. Further thematic analysis focused on other themes in line with the research questions: what is co-production? How is it evaluated? What are the challenges?

Findings showed that Cahn's four values were of great importance when delivering and evaluating co-produced projects. Other relevant themes related to the individual and shared understandings of co-production, structural disadvantages (relating to organizational set-up), issues surrounding trust, influence and relationships, and evaluation designs and methods.

Findings showed that co-production was not perceived as a new concept and people remain skeptical about whether it can be accomplished. They however remain hopeful that if done meaningfully and inclusive. It has the potential to bring about real change in services. There are concerns that evaluation is at risk of being a "*tick box*" (term discussed in literature review to address a procedure or process carried out merely to satisfy rules or conventions) exercise that is too fixed to take into account the real concerns of its service users and their communities. Co-produced projects and services and the people that adopt this way of working need to be flexible enough to change, and there are concerns that large organizations are not responsive enough to change due to their rigid structure. There are concerns about organizational motives and whether service users and their communities are actually being involved as much as they should be. Findings emphasise the need to actively, listen and involve service users and communities in the design and delivery of the services they receive. I have developed questions based on findings that could help co-produced initiatives ask themselves during evaluative practices (table 8)

TABLE OF CONTENTS

SUMMARY	2
TABLE OF CONTENTS	4
INDEX OF FIGURES	8
LIST OF ABBREVIATIONS	10
DECLARATION	11
ACKNOWLEDGEMENTS	12
CHAPTER ONE: INTRODUCTION	13
1:1 Introduction	13
1:2 Key Aims and Objectives	14
1:3 Gathering Context	15
1:4 Co-production and its Relevance within Policy Research	16
1:5 The Thesis Outline	18
CHAPTER TWO: LITERATURE REVIEW	21
2:1 Introduction	21
2:2 What is co-production?	22
2:3 Why do we need co-production in Wales?	27
2:4 How is co-production defined in the current setting?	33
2:4:1 Recognising Assets	36
2:4:2 Redefining Work	38
2:4:3 Reciprocity	39
2:4:4 Social capital	41
2:5 How can co-production be accomplished?	45
2:5:1 Is there a difference between partnership and co-production?	47
2:6 How is co-production evaluated?	48
2:7 Conclusion	54
2:7:1 Who participates in co-production? And why?	56
2:7:2 Are there any alternatives to Co-production?	57
2:7:3 What is there to ensure stability?	58
CHAPTER THREE: METHODOLOGY	60
3:1 Introduction	60
3:2 Research Aims	60
3:3 Theoretical Assumption	61

3:4 Study Design	63
3:5 Method	66
3:5:1 Sampling	66
3:5:2 The Cases	69
3:5:2:1 Case 1 –Isolation to Integration - Established project working with older people in the Valleys in South Wales.	70
3:5:2:2 Case 2 – Pioneering a New Approach for Deaf People with Mental Health Problems (Cwm Taff Project) - a new project working with the deaf community in primary care in the Valleys in South Wales	72
3:5:2:3 Case 3 – Building Communities Seiriol Project- Established project working with rural communities in North Wales	73
3:5:3 The Interviewees	75
3:6 Sources of Evidence	76
3:6:1 The Literature Review	76
3:6:2 Interview Data	79
3:6:3 Contextual Data	81
3:7 Practical Issues, Data Management and Analysis	82
3:8 Outputs	86
3:9 Data Analysis	87
3:10 Lessons Learned	88
CHAPTER FOUR: FINDINGS	90
4:1 Introduction	90
4:2 What People say about Co-production	91
4:2:1 Understanding co-production	92
4:2:2 Asset recognition	95
4:2:3 Redefining Work	98
4:2:4 Reciprocity	103
4:2:5 Social capital	106
4:3 Evaluation	109
4:3:1 Introduction	109
4:3:2 Action Learning	109
4:3:3 The Projects in Action	110
4:3:4 The Learning Events	110
4:3:5 Understanding Evaluation	113
4:4 Challenges and recommendations	115
4:4:1 Introduction	115

4:4:2 Evidencing Co-production	116
4:4:3 Focusing on Co-production	117
4:4:4 Co-production Project Set-up	121
4:4:5 Funding	123
4:4:6 Engaging and Involving People	124
CHAPTER FIVE: DISCUSSION	127
5:1 Introduction	127
5:2 What is co-production?	128
5:2:1 What Does a Co-produced project Look Like?	129
5:2:2 Cahn's Four Values	132
5:2:2:1 Assets	133
5:2:2:2 Redefining Work	135
5:2:2:3 Reciprocity	137
5:2:2:4 Social Capital	140
5:3 Three Prominent Topics and their challenges	142
5:3:1 Understanding and Focusing on Co-production	142
5:3:1:1 Terminology and Language	142
5:3:1:2 Focus	144
5:3:2 Trust, Power and Relationships	146
5:3:3 Structural Challenges	149
5:3:3:1 Structures of Organisations and their models of delivery	150
5:3:3:2 Funding and Resources	152
5:4 Evaluation and its challenges	155
5:4:1 How is a co-produced project evaluated?	155
5:4:2 Impact	157
5:4:3 Is Well-being a Key Measure?	158
5:4:4 Meaningful processes and outcomes	159
5:4:5 Methods of Evaluation	162
5:4:5:1 The Learning in Action Approach as a Method	164
5:5 Conclusion to the chapter	166
CHAPTER SIX: CONCLUSION	168
6:1 Introduction	168
6:2 Critical reflections on the study	168
6:3 Looking at Policy	171
6:4 Practice	174

6:5 Concluding section _____	174
6:5:1 Is co-production ‘the answer?’ _____	174
6:5:2 Is co-production sustainable? _____	175
6:5:3 Final Thoughts _____	176
REFERENCES _____	179
References – unpublished material _____	188
APPENDICES _____	189
Appendix 1: National Co-production Learning in Action Programme: Partner Agreement _____	189
Appendix 2: Governance International Co-production Star _____	192
Appendix 3: National Outcomes Framework for people who need care and support and carers who need support 2014-15 _____	193
Appendix 4: Learning in Action project information and action template _____	194
Appendix 5: Community Ethnography: Story Collecting Booklet _____	198
Appendix 6: Letter of Invitation to Participants _____	200
Appendix 7: Participants consent forms (for research and permission to record) _____	201
Appendix 8: Participant Information Sheet _____	203
Appendix 9: Timetable Flowchart _____	205
Appendix 10: Evaluating Co-produced Initiatives Discussion Paper _____	206
Appendix 11: Data from project templates set out in the <i>Learning in Action</i> cycle Cwm Taff Project _____	208
Appendix 12: My definition of Co-production presented at Learning in Action event 2 (30/6/15 Swalec Stadium, Cardiff) _____	212
Appendix 13: Project Summary Paper – The Challenges of Evaluating Co-produced Initiatives _____	213
Appendix 14: Challenges and Recommendations (by interviewees) _____	216
Appendix 15: Letter of Approval from CBLESS ethics board _____	218
Appendix 16: Ethics considerations _____	219
Appendix 17: Categories of Theorising _____	222
Appendix 18: Semi Structured Interview schedule _____	223
Appendix 19: Questions for Co-produced Projects to consider in their evaluative practices _____	225

INDEX OF FIGURES

Figure 1 - Action Research Cycle	56
Figure 2 - Selection Criteria for Cases	57
Figure 3 - Data Protection Steps	73

INDEX OF TABLES

Table 1 - Case Study Participants, Person Groups	62
Table 2 - Case Study Participants, Person Group Numbers	62
Table 3 - Research Timetable	74
Table 4 - Asset Recognition	82
Table 5 - Redefining Work	85
Table 6 - Reciprocity	90
Table 7 - Social Capital	93

LIST OF ABBREVIATIONS

AK - Anne Kraye

BC - Bryan Collis

BDA - British Deaf Association

BSL - British Sign Language

KESS - Knowledge Economy and Skills Scholarships

LiA - Learning in Action

PC - Paul Carre

PHW - Public Health Wales

WCVA - Wales Council for Voluntary Action

WG - Welsh Government

ACKNOWLEDGEMENTS

I am firstly, and particularly, thankful to my university supervisors Anne Kraye and Paul Carre for their continuous support and guidance throughout this masters degree. Their regular supervisions have helped me focus and stay on track with my workload, and given me the confidence to complete my work. I would also like to thank Bangor University for the opportunity to study a KESS funded masters.

I would like to offer my sincerest thanks to Bryan Collis from the WCVA who, as my company partner representative has gone above and beyond to provide support and advice with the research as well as my university studies. I am also thankful to the WCVA and Public Health Wales for providing with the opportunity to undertake this research project.

I would like to thank the projects taking part in this study and especially the participants who took time out of their busy schedules to provide me with valuable insights into their experiences.

I would like to extend my thankfulness to my parents Barry Dalton and Sue Biddle for their support and praise with my studies. In particular to my dad whose guidance and philosophical discussions have enabled me to articulate and expand on my arguments in a richer way. Likewise thanks are also extended to the rest of my family and friends for their encouragement and belief in my abilities.

CHAPTER ONE: INTRODUCTION

1:1 Introduction

Co-production has been identified as way of working that could radically improve health and social care services in Wales (Dineen, Spencer and Phillips 2013). As a result there is a clear need that, in order for co-production to inform policy making in Wales, a robust evidence base will need to be established (Durose et al et al 2014). Further research is needed to establish whether co-production is a suitable method of working for different services and projects, and how its values can be used for the purpose it has been set out for. Wales Council for Voluntary Action (WCVA) and Public Health Wales (Public Health Wales) have already suggested that in order for co-production to be effectively evaluated, it is essential to identify any challenges that could arise during the process so they can be addressed appropriately (Public Health Wales and WCVA 2015). The context for the present research is the *Learning in Action* (LiA) project, set up by WCVA and Public Health Wales to assist and enable co-produced projects in their evaluative practices. I selected three projects to take part in this research project, each claim to work co-productively in one form or another, who were of varying size and at different stages of their delivery set-up.

In this research project I address the research topic by form of a case study approach in collaboration with WCVA and Public Health Wales. This Masters project has been funded by a Knowledge Economy and Skills Scholarships (KESS), and part funded by WCVA and Public Health Wales. The funding agreement included carrying out a research project and writing a

discussion paper to be used by co-produced initiatives in their evaluative practices (Appendix 1). The overall research topic was determined by the WCVA and Public Health Wales, who were the partners in the KESS. However, I developed the specific research questions and determined the most appropriate method. . The research questions were then presented to representatives from WCVA and Public Health Wales in order to establish their suitability in terms of their requirements (as key stakeholders) and appropriateness for the research project.

1:2 Key Aims and Objectives

My key aims in this research are to identify the challenges of evaluating co-produced projects through three research questions: what is co-production? How is it evaluated? And what are the challenges? By asking these questions I hope to provide an independent perspective and contribute to evaluative practices applicable to co-production. The questions I asked participants during interviews had been formulated based on findings from the literature review and in discussion with the partners. For the purposes in this research project a co-produced initiative is a project or scheme that adopts co-production as its central way of working. The project or scheme does not have to have a set number of people working within it, and it generally consists of a number of different agencies (public, private and third sector) and individuals working together. I will examine this further in the literature review, findings and discussion chapters.

The key participants in this study are the people who are considered to be part of a co-produced initiative. I have attempted to include a range of people from public and third sector staff to services users and their representatives in order to obtain a more rounded view from people directly involved in co-producing services. Apart from the interviews, I participated in and observed two LiA days. People attending here were representatives of the co-produced initiatives and staff from WCVA and Public Health Wales. The methods I intend to use have been set out clearly in the methodology in the attempt to be as transparent as possible with the reader.

1:3 Gathering Context

Having studied for a BA (hons) in Health and Social Care I was already very interested in the aspects of Social Policy within the degree subject. As I had not come across the term co-production before starting this project I feel I was at an advantage of not having any predisposed views or opinions on it. In the pursuit of understanding co-production and evaluation in context, I attended a number of conferences and meetings, which helped me to further gain background knowledge for the research.

Although my role prior to undertaking the masters by research project involved project support, I had not any previous experience of delivering projects on my own. I also had a fair amount of previous experience working with people in a customer-based environment, however I had not worked with a company partner in delivering research. I was therefore was keen to maintain

regular contact with Bryan Collis (BC - as company partner representative) in order to sustain a close working relationship.

As part of the KESS requirements it was essential for myself, BC and Anne Kraye (AK) to attend regular meetings which enabled us to work together more effectively and keep on track of my timetable for working and key aims and objectives. The first meeting with AK and BC was an exploratory one where each of us discussed the research topic and our own perspective. This was a good meeting for me as I felt supported within my role and also felt that communication between BC and myself was easy to maintain. I also attended regular meetings with WCVA and Public Health Wales where we discussed research aims and objectives well as setting up the *LiA Project*.

1:4 Co-production and its Relevance within Policy Research

According to Dineen, Spencer and Phillips (2013) and WCVA (2014) co-production has been identified as a way of working which will bring the third and public sector together with the citizen and community at the Centre. The Welsh Government have created legislation, which should enable public service providers to ensure greater cooperation and partnership with its users in order to improve the *well-being* of the population in Wales (Welsh Government 2014). With this in mind, co-production is believed to be able to save money by utilizing other resources (Cahn 2000) and with Wales being at crises point in regards to public spending (Welsh Government 2014) co-production presents itself as an attractive solution to counter the deficit.

Co-production is increasingly being involved in policy making in Wales but there are gaps in establishing a convincing evidence base to support it (Durose et al 2014). In this research project I will, therefore, aim to contribute to the evidence base that is required and explore the potential challenges that co-produced projects and services face when planning, engaging in and evaluating co-production.

Why is this study relevant? While co-production is increasingly looked at within social policy research there is still not enough research that looks at the challenges of evaluating it. Durose et al (2014:1) refers to why "*co-production struggles to establish a compelling evidence base despite being an approach that is mainstream with wide coverage of policy domains*". Mason and Pemberton (2008) also look at implications for service delivery, planning and evaluation in relation to co-production in Sure Start children's centres and conclude that more needs to be done in terms of evaluation, and including evaluation in the co-productive approach. In this study I aim to address issues surrounding co-production and its evaluation and identify solutions that may be beneficial to projects or organisations using the co-production approach.

1:5 The Thesis Outline

The remaining chapters of the thesis are organized as follows.

- Literature Review

In the literature review I shall explore selected relevant literature in relation to co-production and evaluation. The layout of the chapter is set out to meet the three main research questions and contain other questions and sections that have arisen from the process. Through the literature I will explore the history of co-production and how it became relevant in the current setting and will explore definitions and related terms. As my overarching research question focuses on the challenges of evaluation, this will be explored. The literature review provides a theoretical basis for the research project and will contribute towards the framework for data collection, synthesis and discussion. Edgar Cahn (2000) introduced four values for co-production and I have used these to frame my enquiry, findings and discussion.

- Methodology

In the methodology chapter I focus on the methodology for the research project as a whole and explicitly set out my intentions and a framework for delivery of the research. In this chapter I introduce theoretical assumptions, study design, sampling and sources of evidence. In this chapter I will also include
a study of practical issues relating to the conduct

of the study and discuss data management and analysis. More specifically I shall outline the case study design and any issues relating to it and discuss the semi-structured interview schedule.

- Findings

In the first section of this Chapter I shall present findings in relation to Cahn's four values; asset recognition, redefining work, reciprocity and social capital. In further sections I set out what interviewees and participants from the *LiA* events say in terms of understanding evaluation, discussion surrounding current evaluation methods, any challenges that have been identified and any recommendations they might have based on their own experiences.

- Discussion

In the discussion chapter I aim to draw together the previous chapters and discuss the findings in relation to the literature; any gaps that present themselves within the findings and any prominent questions that stimulate further debate. The chapter will reflect on the use of Cahn's four values for the current research and how they relate to evaluation and any challenges that arise. I have provided a set of questions that are intended for projects to ask themselves when considering the evaluation of a co-produced initiative. These have also been included in the discussion paper and project summary written for WCVA and Public Health Wales.

- Conclusion

I shall start this chapter with critical reflections on the study, the researcher and the process. I will then move on to discuss policy, practice and recommendations for further research. I will conclude with key arguments and questions regarding co-production and the challenges of evaluating it.

CHAPTER TWO: LITERATURE REVIEW

2:1 Introduction

As I asserted in the introduction chapter a co-produced initiative is a project or scheme that adopts co-production as its central way of working. Co-production is a term that I will discuss in detail throughout this chapter by studying relevant literature and discourses surrounding the topic. Governance International (Bovaird, Hine-Hughes and Loffler 2011:1) emphasises that co-production is not a new concept but is rapidly becoming a globally examined theme in public services and public policy, and the interaction between customer and provider means that the production and consumption of services is inseparable.

I will start with the historical context, which will provide background information the reader to understand the origins of co-production and how it became relevant in the current setting. Next, I shall discuss co-production in the present-day context, including a further examination of its definition and relationship with similar terms and other related terms. I shall include an examination of co-production and how this can be used to explore co-production as a principle that can be acted upon. Finally, I will provide an open discussion and critique on the subject of co-production, which will in turn provide a theoretical foundation for the research project as a whole.

2:2 What is co-production?

To facilitate a definition of co-production I will, first, examine its origins in order to determine its meaning. Co-production is a term that was coined in the 1970's by Prof. Ostrom (Boyle, Stephens and Ryan-Collins 2008) who sought to understand the important relationship between public services and its users. Through struggling with the dominant theories of urban governance that motivated policy recommendations of "*massive centralization*" (Ostrom 1996:1079), Ostrom conducted a study to explain the rise in crime rates in Chicago when the police came off the streets and into their patrol cars. They used co-production as a way of explaining that the police needed the community as much as the community needed the police, thus introducing the idea that "*citizens can play an active role in producing public goods and services of consequence to them*" (ibid:1073).

Cahn (2000) further developed the term in his book *No More Throw-away People*. He was interested in looking at a "*new exchange system – that – would enable individuals and entire communities to become more self-sufficient and encourage people to take on a more active role in their service use*" (ibid 2000:7). Boyle et al (2010:6) advanced the idea of self-sufficiency in saying that people's needs are; "*better met when they are involved in an equal and reciprocal relationship with professionals and others working together to get things done*". When Cahn (2000:23) took a closer look at the term co-production, and in search of an easier way to define it, he broke the word down into the two parts. Whilst analysing the prefix of 'co' he describes that this connotes a mutual relationship that does "*not necessarily mean equal*", but a "*shift in status from subordination to*

some kind of parity". Equality refers to being equal in rights, status and advantages etc and addresses the broader issues such as rights of different groups of people to have similar social positions and receive the same treatment (Hawker and Soanes, 2008). Parity, sometimes referred to as equity, is defined most frequently as a balance in terms of amount, status or character (Wiseman 2008:180) and is linked to comparing somebody/something with another "considering the state of being equal" (Hawker and Soanes:147). Service parity for example would mean that everyone would have the opportunity to receive the same amount and kind of services and that this is measurable. Cahn (2000) highlighted the difference between equality and parity; he argued that equality is nearly impossible to achieve whereas parity may be more realistic; even though, there is often reference to the aim of achieving equality within co-production. There is also a lack of clarity over what type of equality people refer to and it is often mentioned in relation to skills and assets. The type of equality I refer to throughout this dissertation echoes the dictionary definition of being equal in rights and statutes. That way it is an umbrella term that addresses other types of equalities such as; equal say, voice and action, power, respect, access, opportunities, responsibility, outcomes and so forth.

Looking at the suffix in the term, Cahn explains that 'production' represents the *consumer* in that they "*could no longer be regarded as passive*", but instead would be encouraged to take a more active role in the "*creation of value*". The *value* that Cahn is referring to is time; he developed the idea of time banking where people could trade time instead of money by exchanging skills. In his foreword for the New Economics Foundation paper; *Co-production: a manifesto*

for growing the core economy (Cahn cited in Boyle, Stephens and Ryan-Collins 2008:2) he reiterates that time banking “*rejects price...[and]...values what it means to be truly human and to contribute to each other as humans*” thus exchanging life skills and experiences. . The term *active* throughout the thesis refers to a person or group as simply; not being treated as, or being, passive. For example, the Oxford English Dictionary (Hawker and Soanes 2008:742) describes passive as accepting or allowing what happens or what others do without reacting or resisting, but in terms of co-production it would be about facilitating for people and groups to have their say or input if they wanted to be involved and not being treated as passive recipients. It is important to remember that levels of activity/passivity are likely to fluctuate and will be influenced by a number of issues at any time.

Co-production does not appear to be a new concept, but one that could be developed into something that will yield “*greater involvement of customers in services*” (Bovaird, Hine-Hughes and Loffler 2011:2). The term refers to a certain type of user involvement at an individual level rather than organisational level, and although it is not the only model of working, it has been taken further as a way to create co-operation between governments and citizens (Brandsen and Pestoff, 2006, p496 cited in Realph and Wallace 2010:5). Co-production is a term or ideology that has developed out of the way in which the service user and communities are treated. Around the mid twentieth century there was increased dissatisfaction in the dominant [medical] model of health which viewed people in a more mechanistic way and did not encompass what health means to an individual (Blaxter 2010:17). Therefore the ‘*social model*’ was a term that began

to appear through considering the person as a whole rather than a series of distinct bodily systems allowing a more '*holistic*' approach to health and the individual.

According to the Community Development and Health Network (2017) the social model of health emerged from the social model of disability, which was developed as a reaction to the traditional medical model. It focuses on a person's disability and their inability to carry out 'normal day-to-day' activities due to impairment. The 2010 Equality Act defines disability using the medical model but, the requirement for employers and service providers to make 'reasonable adjustments' to their policies or practices, or physical aspects of their premises, follows the Social Model (Scope 2017). Welsh Government (2013) adopted the social model in 2002 which defines disability as the barrier which excludes those with impairments, certain conditions, or certain limitations from being able to access things that other people in society take for granted. Welsh Government (ibid:webpage) state "people commonly assume that impairment causes the disability, but this is wrong. It is the choice society makes that causes someone to be disabled". Scope (2017:webpage) reinforces this by referring to barriers as not just being physical, and that "attitudes found in society based on prejudice or stereotype, or disablism, also disable people from having equal opportunities to be part of society." So in order to find out the barriers people are experiencing due to having health and wellbeing issues, one way of looking at this would be to consider the bigger picture. Conwy Council (2017) have developed a series of questions for adults accessing services that focuses on what matters to the individual and what barriers they are experiencing, they state that the

discussion is useful as a way of identifying what support might benefit them. This perspective could be considered a holistic approach whereby *Holism* describes the view that “*the whole cannot be explained by the sum of the parts, just as ‘healthiness’ cannot be explained by a list of ‘risk factors’*” (Blaxter 2017: 17). This approach began to shift the view of the body and individuals to that of empowerment as human beings were considered as “*living networks formed by cognitive processes, values and purposive intentions*” (ibid:18). Co-production considers the individual; therefore it takes a stance that is comparable to the social model of health, by enabling the individual with being able to make the decisions that affect the way they want to live their lives. In light of the emerging inequalities in health, despite welfare provisions (Marmot and Bell 2012), a greater emphasis was placed on addressing inequalities in health. The underpinning factors were conceptualised as layers of determinants of health, many of which were social and inequalities that could be prevented (Dahlgren and Whitehead 2017). This work was subsequently developed and has shaped the debates regarding welfare over the past decades with a shift in focus towards considering the environment and communities people lived in (Dahlgren and Whitehead 2006); this was very important as it moved the focus from the person as solely responsible to look at social factors that influenced their health and *well-being*.

John Alford (2009) looked at the motivations of citizens becoming involved in co-production and identified three factors; intrinsic, sociality and normative. Intrinsic motivation relates to the idea that people find work fulfilling, varied and stimulating, contrary to the popular opinion that people work for

extrinsic incentives only. Sociality is about enjoyment derived from associating with others because of the benefits of company and fellowship. Normative factors are associated with people's moral values which move beyond self-interest and altruistic perspectives. Alford observed that the focus of advocates of public choice on materialism could undermine the possibilities for eliciting co-production therefore a shift of viewpoint was needed.

2:3 Why do we need co-production in Wales?

In this section I aim explore the demand for co-production in Wales not just for the purposes of public service reform but to actively involve the people who use the services in the decisions that affect them. The recent legislation, the Social Services and Well-being (Wales) Act (2014), not only aims to ensure co-operation from a service level but at the same time encourage authorities to promote it. A formal commitment to incorporating people's input through primary legislation is essential, and needs to be the primary focus in the National Outcomes Framework (2014/15) especially when gathering and presenting expectations to be measured as a *well-being* outcome. Services are different from outcomes as they are provisions of need whereas the outcome is the end result. However, both can be co-produced.

In 2013 Public Health Wales (Dineen, Spencer and Phillips 2013) claimed to be at a crisis point where radical action was needed in order to ease the massive deficit in spending. Nesta (Boyle, Stephens and Ryan-Collins 2009) similarly suggested this in 2009 by stating that an unreliable financial system and market cannot tackle inequality, therefore a new idea needs shaping. Since

the general election in 2011 Wales has been hit hard by government spending cuts, and suffered more reductions as the budget was announced in July by the elected 2015 Westminster government (Hutt 2015). The White Paper; Sustainable Social Services for Wales: A Framework for Action (2011) highlighted a number of challenges faced by public services in Wales. The challenges included demographic change, increased expectations from those who access care and support, and well as continuing hard economic realities. Public Health Wales's Prudent Healthcare Principles (Public Health Wales 2014) were introduced as a measure in an attempt to counteract the spending deficit. Its aims are to; "achieve health and well-being with the public, patients and professionals as equal partners through co-production; Care for those with the greatest health need first, making the most effective use of all skills and resources; Do only what is needed, no more, no less; and do no harm. Reduce *inappropriate variation using evidence-based practices consistently and transparently*".

The Social Services and Well-being (Wales) Bill (2013) (Welsh Government 2015) also set out its goals for Wales as a prosperous, resilient, healthy, equal, cohesive, vibrant and thriving country. According to Public Policy Institute for Wales (2015:2) the overarching aim of the Bill was to "*improve the well-being of current and future generations, by improving both policy making and service delivery across the public sector in Wales*". When the Social Services and Well-being (Wales) Bill (2013) was introduced in 2013 by Gwenda Thomas (Deputy Minister for Social Services) its aim was to create a basis for legislation which addressed the problems set out above and provide a discussion and

consultation. Its purpose was to create legislation that would transform the way social services was delivered, and promote peoples independence to give them stronger input into the services they receive. The Bill also recognized that demand is rising but funds were not, thus creating a *“need to re-shape and re-focus in the light of the new challenges”* (Thomas 2015) faced; therefore the direction of its focus needs to be that that can offer more sustainability.

Although the word co-production is not mentioned explicitly anywhere in the bill or following act, it has been occasionally mentioned by Welsh Government in implementation statements and adopted by large public sector bodies such as Public Health Wales as a message for service reform (Dineen, Spencer and Phillips 2013). In a statement regarding the Social Services and Well-being (Wales) Bill (2013), Deputy Minister for Social Services in Wales (Thomas 2015) addressed the current economic pressures on the health and social care sector to deliver services beyond its capabilities; not because this is beyond its remit, but because of a lack of funding and resources which means the services are unable to fulfil the demand of need. Thomas recognised that the Wellbeing Bill (2013) would bring together and modernise the *“law for social services in Wales, increasing the emphasis on preventative action and bringing people closer to decisions about the services that affect them”*. Thomas set out the first intention of the bill was to *“fully involve citizens to co-produce”* (ibid 2015), and later on in 2016 prudent healthcare principles set out by Welsh Government urge public service providers to *“achieve health and wellbeing with the public, patients and professionals as equal partners through co-production”*.

The Social Services and Well-being (Wales) Act (2014) gained royal assent in 2014 and aims to address the issues as set out in the pre-ceding Bill that will give people *“greater freedom to decide which services they need while offering consistent, high-quality services across the country”* (Denbighshire County Council 2014). The Act seeks to promote integration between health and social services and requires Health Boards and NHS trusts to be more cooperative when sharing information (Senedd Assembly Website 2015). The Social Services and Well-being (Wales) Act 2014 (section 9) refers to co-operation and partnership as key requirements for the following;

“(a) requires local authorities to make arrangements to promote co-operation with their relevant partners and others in relation to adults with needs for care and support, carers and children (sections 162 and 163);

(b) Imposes a duty on the relevant partners to co-operate with, and provide information to, the local authorities for the purpose of their social services functions (section 164);

(c) Makes provision about promoting the integration of care and support with health services (section 165);

(d) Provides for partnership arrangements between local authorities and Local Health Boards for the discharge of their functions (sections 166 to 169);

(e) Empowers the Welsh Ministers to direct local authorities to enter into joint arrangements for the provision of an adoption service (section 170).”

Public Health Wales (Dineen, Spencer and Phillips 2013) recognise the urgency for reform, but admit they are unable to stretch their capability due to

financial constraints and lack of resources. Public Health Wales's 1000 Lives Programme is the *"national improvement programme, supporting organisations and individuals, to deliver the highest quality and safest healthcare for the people of Wales"* (1000 Lives Website 2015). They claim co-production to be an approach to health and social care delivery that will ensure the requirements of the Social Services and Well-being (Wales) Act (2014) are met and that there is a need to move beyond boundaries and work in *"genuine and generous partnership with others"* (Dineen, Spencer and Phillips 2013:7:9).

Co-production seems to have been adopted by large public sector organisations such as Public Health Wales as way of working to deliver the Social Services and Well-being (Wales) Act (2014), however it has not been included in legislation by Welsh Government. The Act only refers to co-operation and partnership, which are arguably different and very specific terms. This suggests that the Welsh Government may see the introduction of the co-productive values a moral rather than a legal obligation, or may not have signed up to co-production fully instead adopting ways of working that are similar but not as committed as co-production. But is following a moral obligation enough to ensure co-production is implemented? Kant's (Cureton and Johnson 2016) categorical imperative would maintain that following morality is *"objective, rationally necessary and unconditional principle that we must always follow despite any natural desires or inclinations we may have to the contrary"*. Consequently morality poses a categorical duty, which emulates rules or laws combined with a constraint or incentive on our choices, whether from external coercion by others or from our own powers of reason.

Dineen, Spencer and Phillips (2013:7), state that the Equality Act 2010 is to ensure that the NHS and other public authorities consider how they can positively contribute to a fairer society through advancing equality and good relations in their day to day activities, which includes working with third and voluntary sector organisations. Bovaird (2007:846) discusses a *“radical reinterpretation of the role of policymaking and service delivery”*, and that these processes are no longer seen as one-way transactions. From a citizen’s perspective, although the Social Services and Well-being (Wales) Act (2014) talks about meeting needs, it does not mention how those needs will be met in terms of their input. WCVA’s (2013) response to the proposed Bill was similar in that they stressed that in *“Part 9-Chapter 1: Well-being outcomes includes a duty on Welsh Ministers to enable citizen’s voice in their outcomes”*, as they believe this to be a fundamental principle in the transformation of services. Rather than focusing on targets and service user and community engagement, health and social services need to focus on involving the citizen from the planning stage right up to delivery and evaluation, and also including professional to ensure citizen and professional produced services.

2:4 How is co-production defined in the current setting?

I have used the WCVA's definition of co-production to inform this research project. This is because WCVA use this definition for the 'Learning in Action' project, which is the overall project, my research sits in. It is important to highlight that this is not the only definition of co-production and I have discussed others within this chapter. The WCVA definition was used as a starting definition from which to explore meanings and interpretations. In addition, I have used the four core components defined by Cahn (2000) to frame my interviews and the analysis.

The WCVA (2013) definition of co-production refers to the context of transforming public services in Wales; it advocates co-production as a relationship where *"people, services and organisations begin to share power, control and responsibility for making Wales stronger and meeting people's needs"*. In short co-production focuses on the individual and the communities at the centre of the service, and is based on a concept of shared responsibility and power to create changes in the design and delivery of an initiative or service (Boyle, Stephens and Ryan Collins 2008). This interpretation of co-production appears to possess the flexibility to be able to adapt to most set-ups as a way of working that encompasses most, if not potentially all, variants. However, it could be criticised for being too vague and not ambitious enough. The term co-production, has met some criticism by Durose et al (2014) who identify the lack of clarity within the term as being a contributory factor towards a *"fragmented set of activities, expectations and rationales"* (Ewert in Durose et al 2014:4) that get in the way of knowing whether or not co-production has been done or not.

Co-production is sometimes used interchangeably with participation and engagement but, although these two terms are part of its make-up, co-production values are intended to go into more depth to ensure greater involvement in how public services are conceived, planned and delivered (Bovaird, Loffle and Hine-Hughes 2011).

Co-production appears to act as an umbrella term, which encompasses a wide range of functions or service activities that allow for the identification of a wide range of different approaches to co-production. Two general functions of co-production, which feature in Governance International's (Governance International 2015) co-production star, are commissioning and delivery. Co-commissioning includes functions such as joint design, planning, consultation, prioritising and financing services. From a service user and community perspective, financing would focus more on raising funds and negotiating service cost rather than having the burden of financial responsibility; although this may be possible if the service they want is not available through the public purse or obtainable through co-production. Co-delivery involves any aspect of delivery which would include looking at how things are managed, and performance and assessment including monitoring and evaluation (Bovaird, Loffle and Hine-Hughes 2011). The co-production star breaks these two functions down into 5 easy to follow steps and also provides a more simplistic methodology framework; map it, focus it, people it, market it, grow it and back to the top (Appendix 2). (Dineen, Spencer and Phillips 2013). Co-production, which Brown and Osborne (2013) link closely to the term co-creation (but are not

interchangeable), emphasises the involvement of service user and community contribution from the very beginning of the process making them active designers rather than passive receivers. It aims to empower the individual to have more of an influence on life choices through creating more cooperative surroundings. This relies on the relationship where professionals begin to share power to create changes with citizens in order to deliver support together, while recognising that both groups of people have “*vital contributions to make in order to improve quality of life for people and communities*” (Slay and Stephens 2013:3).

There is an ongoing, unresolved debate on what constitutes co-production and which elements (if not all) are needed to be present for it to exist within public service delivery. Bovaird (2001:1) maintains that traditional conceptions of service planning and management are outdated and need to be reviewed to account for “co-production as an integrating mechanism and incentive for resource mobilisation”.

Boyle et al (2010:6) maintains that doing co-production is a key to transforming public services so that they are more able to meet today’s urgent challenges. But if public services are going to change they will need to access resources that will not put a further strain on existing funds and resources. Co-production says that the most valuable resource is the ‘*core economy*’ of people and neighbourhoods that access the services (Boyle, Stephens and Ryan-Collins 2008). The question of how the core economy can be utilised is raised by Cahn (2000) when he began to develop it further by defining the elements that shaped co-production, and introducing *mutuality* and *social justice* as the core dimensions. These were formed by four fundamental components that enabled

the identification of the potential and value that this core economy would possess; the recognition of assets, the redefinition of work, reciprocity and the use of social capital. These four components have formed a basis for the discussion of how to understand and apply co-production in a wider context (Boyle, Stephens and Ryan Collins 2009, Dineen and Gallagher 2016, Needham 2008, Durose et al 2014) and in the current study.

2:4:1 Recognising Assets

The Oxford English Dictionary (Hawker and Soanes 2008:51) defines an asset as a “useful or valuable thing or person”, and asset recognition is a term that appears frequently in literature on co-production but there is a debate over what it means exactly. From a socio-economic perspective, Ostrom (1996:1079) pinpoints the realisation that the “*production of a service, as contrasted to a good, was difficult without the active participation of those supposedly receiving the service*”. Ostrom advised that too much emphasis was placed on material assets within the provision of service and not enough on the skills and experiences, or in its wider sense, capabilities, of people accessing the service. It was her opinion that those who are the recipients of a service would be able to provide the most valuable insight into how a service was being delivered. The Focus should be on building capabilities, which means building on people’s strengths and abilities and enabling them to use these at individual and community level (Nesta 2012).

The idea of asset recognition or mapping was initially developed when John L. McKnight and John P. Kretzman (1993) came up with the theory of ‘*asset based community development*’ (ABCD). They looked at the possible solutions to community problems and how ABCD could be a way of identifying the strengths

within that community that are much needed in order to provide solutions to the problems. The conclusion that Kretzman and McKnight reached was that everyone in a community has something to contribute, relationships shape a community, citizens as well as professionals should be central to any endeavour, communities are more robust when there is a high level of community action, people need to be listened to and that asking for ideas is more sustainable than offering solutions, more so ensuring that people can have input on a more practical level. Assets refer to “*skills, abilities, time and other qualities that people have. This is different from approaches that focus on people’s problems and what they cannot do*” (SCIE 2015). Boyle and Harris (2009) state that when the assets that people represent are ignored or side-lined they begin to atrophy or ‘*waste away*’, and that this is due to a failure [of those in power] to ask people for their help and use the skills they have.

Cahn was influenced by the work of Kretzman and McKnight to further look at the concept of asset mapping. By using his research into *The Time Dollar Stories* he identified assets as a core value of co-production and stated “*the real wealth of society is its people. Every human being can be a builder and contributor*” (Cahn 2000:24). After Cahn applied the recognition of assets to the development of his definition of co-production, the concept was given more consideration in his field of work. **However in terms of looking at the broader definition and aspects of asset recognition, one would need to consider all components that would be of benefit to a co-produced project including spaces and equipment used by them, and not just the capabilities of individuals and communities. As Bovaird (2007) suggests that co-production is that which is shared between**

professional staff/public agencies and service users and their communities, asset recognition would look beyond the recipient of a service to all active co-producers.

2:4:2 Redefining Work

If asset mapping can be a way of identifying the potential of the core economy that Cahn (2000) mentions, the best way to start the process of change would surely be to identify how the current assets can be utilised and how those accessing a service can be motivate to take part? This is what Cahn describes as redefining work; he's describing the shift of roles to a more equal stance thus creating a new way of working that engages the citizen. He suggests that a shift in roles would need to involve negotiation between various parties to ensure parity. In this sense the negotiation and defining of roles appears symbolic in manifestation where people place meaning and symbolism on what they picture their part in society to be. In symbolic interaction (Blumer 1986) in order for an individual to fully understand another person, they need to be able to '*step into their shoes*' and experience what they are experiencing, thus enabling them to experience empathy for others. This would enable a more '*level playing field*' when it comes to the creation of services and also foster the change in relationship between professional service providers and service users makes them more interdependent (Bovaird, Hine-Hughes and Loffler 2011).

According to Realph and Wallace (2010) when co-production is fully assumed, the relocation of power to create change is accompanied by the development of new user led mechanisms for planning, delivery and management. Co-production also suggests a shift of power to create change and

responsibility towards the individual, but this has to be carefully considered when defining the role of the individual because this could mean shifting the responsibility of cost too. WCVA (2015) maintains that the cost to the individual is being treated as a valuable asset in co-designing and creating public service delivery. Co-production Wales (2015:1) also claim that the notion of co-production is not a new one and *“isn't about the [Welsh Government spending] cuts”,* or a way for professionals to hand over the *“services they cannot afford to run, and relying on unpaid volunteers instead”*. Instead they seek to inspire a notion of *“participative democracy”* which shifts the power towards the citizen and allows them to have more choice in the decisions that affect them.

2:4:3 Reciprocity

Once roles have been redefined and established on a more equal basis, the interdependence on services would strengthen the need for service providers and users to work closer together generating a reciprocal drive that should enable a more collaborative approach. It would also make the impulse to *‘give back’* more universal (Cahn 2000) and place a sense of ownership on the service user, which would ultimately allow them to have more influence. With this comes the idea of offering people incentives to engage which enables relationships between professionals and service users that involve mutual responsibilities and expectations (Boyle et al 2010). This interdependence or mutual reliance between people and services would need to rely on the strengths of the connections made, so that the relationships that have been built do not fall apart. In order to do so, a channel of communication needs to be kept open to make discussion possible. Giddens (1994) refers to this interdependence as

'kinship'. Although the dictionary definition of Kinship refers to family or blood relationships, it also defines it as a “sharing of characteristics or origins” (Hawker and Soanes 2008:599) which indicate that it does not necessarily mean that people have to be related to share a sense belonging, together. Where Giddens refers to these connections between people, he is referring to their relationships that form an important part of their lives. As relationships are about the way in which people are connected (ibid 2008), interdependence could form a part of this bond thus, it could indicate that the bond of *'kinship'* through being connected would mean creating moral obligations between the persons concerned that might be stronger than those between strangers. Giddens maintains that this obligation is bound by rules that would ensure commitment, and as they are only moral, and not legal, then each person in the co-produced initiative would have to rely on trusting each other.

However, in Part 9 Subsection 162/163, the Social Services and Well-being (Wales) Act (2014) does place a legal duty on local authorities to make arrangements to promote co-operation within their organisation, between each of the authorities relevant partners and any other *'persons'* or *'bodies'* of any nature that the authority considers relevant and who are engaged in activities in relation to adults or adult carers within the authority's area, and any officers of the authority who exercise its functions in relation to children. In part 9, subsection 164 this relates to certain *'persons'* who have a duty to co-operate and provide information in the exercise of social service functions if the local authority requests it. According to the act, these *'persons'* must comply with the request unless it is incompatible with the persons own duties or otherwise have

an adverse effect on the exercise of their functions. However the persons mentioned appear to refer to those with a professional interest (for example those who work for services and organisations) and not the actual service user as a service recipient, thus raising questions over the involvement of service users and communities as a whole.

2:4:4 Social capital

Social capital is a difficult term to pinpoint in terms of its definition as it appears to act as an umbrella term which encompasses other terms and expressions. Social capital relates broadly to the relationship between social and economic factors (Hawker and Soanes 2008:984). Features that are common to descriptions of social capital are the focus on social networks and how they function through inter-action. The effects of social capital can be experienced at individual or community level (Performance and Innovation Unit 2002).

Bourdieu had a particular interest in how social exclusion can be created through the use of social capital (amongst other factors). He defined social capital as;

'the aggregate of the actual or potential resources which are linked to . . . membership in a group – which provides each of its members with the backing of the collectivity owned capital' (Bourdieu, 1986:248).

Putnam (1995:664), looking at the role of social capital at community level, defined social capital as:

"...features of social life - networks, norms, and trust - that enable participants to act together more effectively to pursue shared objectives... Social capital, in short, refers to social connections and the attendant norms and trust".

Cahn (2000) defined social capital as the informal networks of people who reinforce the infrastructure of society generated by trust, reciprocity and civic engagement; therefore from this perspective the informal networks would need to be capitalized or taken advantage of. OPM (2009) described Social capital as the “*pattern and intensity of networks among people and the shared values that arise from those networks*”. The question would be how this is done. As the Oxford English dictionary (eds Hawker and Soanes 2008) primarily refers to a network as being tangible it may be difficult to quantify what benefit the informal networks would bring, but there is also reference to networks as “a group of people who keep in contact to exchange information” (ibid 2008:682). Therefore any measure would need to look at how this information is shared and what value it has to co-production.

From this perspective an informal network would be the knowledge that exists and is shared between service users and their families, friends and communities. Reciprocity as previously mentioned would refer to the invisible ties that exist between the people in those informal networks and how those ties are maintained through trust and civic engagement. Civic engagement refers loosely to the ways in which citizens participate in the life of a community in order to improve conditions for others or to help shape the community’s future” however some have contested that “there is no single, widely agreed-upon meaning for the term” (Adler and Goggin 2005: 236).

Why are trust, reciprocity and civic engagement important within a community? In their book *The Spirit Level: why equality is better for everyone*, Pickett and Wilkinson (2011:272) set out the importance of the ‘health’ of a

society by suggesting that *“greater equality is the material foundation on which social relations are built”*. Their reasoning suggests that, *“if we are to gain further improvements in the real quality of life, we need to shift attention from material standards and economic growth to ways of improving the psychological and social well-being of whole societies”*. They argue that real equality will only happen when the core economy is regarded as equals in the shaping of their service. Similarly, in their factsheet *All in this Together Co-production Wales* (2015) state that *“everyone is an expert in their own life”* and that *“enabling people to support each other, builds strong resilient communities”*. Putnam (cited in Boyle, Stephens and Ryan-Collins 2008) took a closer look at the importance of social capital, which he theorised captures the core economy. Putnam suggested that current public service reform models in the UK fail to value the social capital, which is driving the service, but does not have much influence over how it is created.

With regard to trust; from a theoretical perspective Carter and Weber (2003:22) state that equality of power to create change in terms on influence is relevant in the structure of a relationship *“so that trust is a possibility”*. Their illustration of trust is that it is a *“socially constructed orientation between two people that is premised upon the belief that the other will take one’s perspective into account when decision-making and will not act in ways that violate the moral standards of the relationship”*. Trust in ones own morality and the morality of others is an indication of a durable system (Luhmann 1979) and communities that have built up strong networks of relationships based on trust and reciprocity, are more resilient (Cahn 2000). Furthermore for communities to function it *“necessitates its members being sociable and co-operating, which in*

turn is dependent on the amount of trust that exists between them” (Hopper 2003:62).

Thus, trust (the firm belief that someone is reliable, true or able to do something) and trustworthiness (having the ability to be relied on as honest and truthful) (Hawker and Soanes 2008:1113), play a major role in the design and delivery of a co-produced initiative. These two perspectives on trust need to be established and maintained to facilitate communication and dialogue for people to work together more easily. Giddens (in Marshall and Scott 2009:770) defines trust as the confidence in the reliability of a person or system, that human condition is essentially uncertain and threatening but regardless of which society have the ability to develop “basic trust in others and taken for granted ways of living”. McAllister (1995) proposed a two-dimensional model of trust which includes a cognitive and an emotional element. The cognitive element of trust is linked to the perceived competence, reliability and integrity of others whereas the emotional element of trust is linked to the perception of relationships being genuinely based on care and concerns for welfare.

But how are public services in Wales, who have been so used to delivering the services, going to begin to share the power to create change with service users and communities? And how can they be engaged so that they want to take an active role in the provision of their service? The problem of encouraging people to trust others would need to begin with the question ‘*how are we going to work together in order to create better services?*’, and if co-production is going to start with service users and communities then the

question needs to be, “*how do you want to live your life?*” (Dineen, Spencer and Phillips 2013:7). However, this is not an easy question for services to ask. Mason and Pemberton (2009) and Needham (2008) have identified the problems that arise when services begin to listen to people that have otherwise been ignored in the past. There are a number of issues that arise with this scenario which are connected to people being angry at the way services are run and that services tend to have specific funding and policies and roles and have traditionally worked towards completing ‘tasks’. This suggests that the rigid structures of the way organisations work are not flexible enough to suddenly change and adapt to service user and community need.

2:5 How can co-production be accomplished?

As Spencer, Dineen and Phillips (2013:12) suggest, co-production cannot be a “*one size fits all model*”. According to them, the underlying principles remain the same but the methods and process will vary in each situation – as it is co-produced by the individual participants. As well as public services, there are usually a number of different organisations involved in working together to provide a service including third sector organisations; therefore the need for coordination, communication and cooperation is much greater. In addition, a framework needs to be put in place, which allows people to reflect on their activities.

A case study by Needham (2008:221) looked at the need for “*collective dialogue and deliberation between service users rather than purely transactional*”

forms of co-production” such as one to one negotiation. Further research by Needham and Carr (2009:16) looked at collective forms of co-production and how they are “*generally seen as more beneficial than individualised forms, either because they affirm the interwoven relationships of multiple stakeholders, or because assets and skills generated by co-production can be more widely distributed*”. This illustrates the need for co-produced approaches to be flexible to suit the service user need rather than just following a set procedure. In her study, workshop sessions were intended to be inclusive and suitable for range of stakeholders participating, but it soon became evident that there were strong feelings of hostility by service users towards frontline staff. Needham (2008:229) ascertained that this was down to the gulf in perceptions between service user and provider, which was driven by rising expectations from service users and the perceived lack of understanding from front line staff. This study highlights the need for a forum, which moves away from the point of delivery and creates opportunities on which people “*can articulate service experiences, recognise common ground and negotiate service improvements*”. In other words, this highlights that there may be tensions between collective and individual goals. So there may be a need to co-produce priorities for co-production. The desire to bridge polarities in public service debate fuels a growing interest in co-productive approaches to service reform. Through providing useful feedback on experiences and service improvement, a dialogue can be formed which gives access to each person in the project to contribute to the evaluation of the service.

At the same time, co-production also implies a change in the role of the professionals from fixers of problems to facilitators who find solutions by

working with their clients (Realph and Wallace 2009:9), however could be a challenge to their skill set. This shift in roles can be transformational in terms of problem solving, because the service providers are consulting the experts in their service; service users and the communities they live in. Co-production Wales (2015) assert that the people and not the system lead co-produced services. They also claim that there are three levels of co-production, basic, intermediate and transformative. The basic level is happening every day at '*ground level*' where small decisions are being made to be more co-operative and help each other to better manage our lives. The intermediate level is where good quality consultations or shared decision-making healthcare approaches take place and the transformative level is making the commitment to work as equal partners to commission, design, deliver and evaluate public services.

2:5:1 Is there a difference between partnership and co-production?

Through my study of the literature co-production, I have noted some suggestion that it is a new term for partnership working where individuals or organisations work together collaboratively. However. One could argue that co-production is very different, because partnership working does tend to refer more to the organisation-organisation way of working where each partner assumes overall responsibility for everything, much like partners in a business. In this instance, traditionally a partnership in health and social services would be between public service providers (Home Office 2015). Co-production on the other hand does regard the service user or community accessing a service as equal but does not assume that they will shoulder the amount of responsibility a

full partnership demands, instead adopting a more flexible approach, which allows them to have as much input as they feel comfortable with.

WCVA states in *Putting People at the Centre – post Williams* (2014) that co-production “is not a new word for partnership or a new management theory for government”. They produced a further paper called ‘*Being at the Centre*’ (WCVA 2014) which legitimizes the shift in power to create change towards individuals and communities, bringing equality to the delivery of services. They add that the term ‘co’ is the people and their contribution, as assets need to be recognised and mobilised. As we return briefly to Cahn (2000) in his search for a definition, he proposes that ‘co’ does not necessarily mean equal in the sense of a partnership, as complete partnership would suggest equal responsibility for everything, including cost. Instead it would mean more of a mutuality of power to create change that would enable service users and their communities to have their input into the design and delivery of the services they receive.

2:6 How is co-production evaluated?

A commonly used definition for Evaluation is the “*systematic investigation of the worth or merit of some object*” (Glasman and Nevo 1988:33). This raises the question, how would you identify the worth or merit of a co-produced initiative? The worth or merit of co-production in this case would refer its

significance or impact. A first step is to look at what a co-produced project would identify the intended effect of their goals and outcomes would want to be; how it could be measured, and how the impact is looked at. According to Jupp (2006:104) evaluation is the *“systematic identification and assessment of effects generated by treatments, programmes, policies, practices and products”*.

As I have discussed, recent developments for public services seem to support the adoption of a co-production approach as an answer to service reform. Thus, robust evidence of the value of co-production is needed. This will assist any co-produced initiative to recognise its successes and failures; success in this instance being what the project has achieved in terms of goals or outcomes and why, and failures are whether it has not reached the intended goals and why. The evaluation of co-production is essential to inform policy and practice and let key stakeholders know whether it is working or not (Pawson and Tilley 2004). However, there is a lack in knowing which evaluation methods and approaches may be most suitable to evaluate co-production. Evaluation has been used as a measurement tool that will test policies and mechanisms by using *“theories of change”*, or *“programme logic”* methods to explain the *“chains of events presumed in programmes and test their presence in practice”* (Jupp 2006:105). The *‘programme logic’* Jupp is referring to here is a theory, which explains how intervention (a project, programme, policy, strategy or initiative) is understood to contribute to a chain of results that produce the intended or actual impacts (Better Evaluation 2015). Another approach is action research. This may be a particularly relevant approach to evaluating co-production because it is a

way of working those organisations will need to demonstrate that they are using by evaluating who is making decisions and who is being included.

When looking at an initiative, one would need to look at the decisions or actions that will lead to a result, in terms of achieving intended or actual impact (which is Action Research). Action research is looked at in the context of this research because the *LiA* project uses principles based on an action learning cycle. Action research is an activity, which alternates continuously between inquiry and action through research, learning, decision-making and evaluative reflection (Munn-Giddings and Winter 2001:5). When co-production is included in the evaluation, it would not only need to look at every action in terms of whether it was co-produced or not, but to use the co-production framework as part of the evaluation. One way of doing this would be to involve everyone, who is taking part in the initiative, in all stages of planning, delivering and reviewing; gather individual feedback from each person and use it to provide evidence on the initiative, what is working or not, and whether there are any gaps that need address. Needham (2008) suggests that providing useful feedback on experiences and service improvement is a fundamental evaluation approach. This would be relevant when looking at the chain of events within the co-produced programme or initiative.

The chain of events in programmes that suggest co-production as a fundamental approach to service redesign and delivery would need to be evaluated by testing their presence in practice and determining the '*inner workings*' of a co-produced initiative. Dineen, Spencer and Phillips (2013:26) highlight that the "*process of evaluating progress in a co-productive way relies on*

similar approaches to those which were used to develop the solution". As Cahn (2000:31) recognised co-production as construct *"or framework designed to recognize four core values"* there is a relevance to recognise these as a basis to assist in the evaluation of co-production. If one took Cahn's (2000) four components of co-production, asset recognition, the redefinition of work, reciprocity and social capital, one could argue that these values should form the basis of co-production. Thus, the evaluation should also look at the progress towards these outcomes. Once co-production has been looked at there is then a need to measure the impact of changes against the priorities set during the initial stages, by measuring how effective the process has been against what truly matters to the stakeholders (Dineen, Spencer and Phillips 2013).

A case study conducted by Mason and Pemberton (2008:21), where Sure Start Children's Centres monitoring and evaluation activities were looked at, highlighted a particular need for evaluation that actively involved service users. In their report, they pinpoint that there *"appeared to be no mention of formalised monitoring and evaluation approaches that drew upon users and their communities in shaping, developing and implementing...activities"*. The service users also expressed a frustration that the use of *'fixed'* indicators used by Government failed to capture individual experiences, thus expressing a greater importance for a more qualitative approach as reported by the authors. In this case service users argued for more priority to be placed on individuals experiences such as the quality of service provision, measuring changes to confidence and trust over time and well-being as a key measure that should underpin all other outcomes.

The definition of *well-being* is widely debated but the Oxford Dictionary (Hawker and Soanes 2008) describes it as the state of being comfortable, healthy or happy. Welsh Governments Social Services and Well-being Wales Acts' (2014 Part 1 section 3 or Part 5) overarching aim is to ensure that a "*person exercising functions under this act must promote the well-being of...people who need care and support and people who need support*", therefore placing well-being as the highest priority. Thus, *well-being* should be included in evaluation practice. Section 2 of the Act defines *well-being* in relation to a person in eight aspects of their life; physical and mental health and emotional *well-being*; protection from abuse and neglect; education, training and recreation; domestic, family and personal relationships; contribution made to society; securing rights and entitlements; social and economic *well-being*; and suitability of living accommodation (Welsh Government 2016:4). If the government has presented co-production as a solution to tackle the eight aspects, then these would also need to be addressed to some extent in the co-production principles. This could however be seen as a functionalist perspective that is narrow in remit and does not consider diversity and what individuals consider to be their own *well-being* (Parsons 1951; Hopper 2003).

How can *well-being* be evaluated? In order to measure the real value of *well-being*, Welsh Government have published a National Outcomes framework (Welsh Government 2014), which sets out "*national outcome indicators that will be used to measure whether well-being is being achieved*" (gov.wales 2015). The framework displays what people could expect in terms of *well-being*, physical and mental health and emotional *well-being*, education training and recreation,

domestic family and personal relationships, securing rights and entitlements and social and economic *well-being* (Appendix 3). Although Welsh Government have a comprehensive set of expectations, it is not clear how these were accomplished, who was asked and what was asked in developing the National Outcomes Framework, highlighting a need for more transparency in terms of information provision and adds a question mark as they may not be co-produced.

Access to information brings the focus of the literature back to empowerment. The proverb "*knowledge is power*" (Knowles 2009:637) connects itself to knowledge based practice and informed decision-making. This approach recognizes the need for more explicit recognition of the values and lived experience of the people accessing a service, creating a case for experiential evidence for those seeking to evaluate co-productive ways (Durose et al 2014). Having knowledge empowers the individual, and Co-production Wales (2015) supports this by implying that shifting the balance of power to create change has the potential to create a sustainable participative democracy.

From an evaluation perspective, measuring the impact of change needs to be an essential part of the co-production process and Dineen, Spencer and Phillips (2013:26) maintain that "*a clear measurement of strategies must be considered and agreed from the onset of the project*". WCVA (2015) asserts that "*evaluating the outcomes and impact of the strategic plan marks the end of the journey for strategic planning. Once the strategic plan is fully embedded within the organisation, it is time to take stock and evaluate what works well, and just as importantly, what doesn't work as well*". Bovaird and Loffler (2011 cited in Bovaird, Hine-Hughes and Loffler 2011:3) define co-production as "*the public*

sector and citizens making better use of each other's assets and resources to achieve better outcomes and improved efficiency". But if co-produced initiatives are going to achieve improved efficiency and better outcomes this would not only emphasise the need for evaluation right from the project onset, but also suggest that the whole process of evaluation needs to be co-produced.

From a policy point of view; the results of evaluation research can also be used to recommend changes towards the improvement and development of policies. Evaluation programmes can be used to map out a perceived course of action whereby "*wrongs might be put to rights*", deficiencies of behaviour corrected, or inequalities of condition alleviated (Pawson and Tilley 2004:2).

2:7 Conclusion

If co-production suggests ways we can rebuild and reinvigorate the core economy (Boyle, Stephens and Ryan-Collins 2008: Boyle et al 2011) then surely the *well-being* of the core economy is paramount its success? And if any of the core values of co-production suggested by Cahn (2000), based on concepts of recognising assets, redefining work and sharing power to create change, reciprocity and social capital, are unequal (with each other and in themselves) then inequality has the power to "*corrode trust and divide people*" (Pickett and

Wilkinson 2001:51). Being involved in co-produced social programmes can make an important contribution to peoples' physical and mental health (Realph and Wallace 2010). Trust has also shown to play a major role in the development of reciprocity or mutual help, and networks of engagement in public affairs (Blaxter 2010:124). Pickett and Wilkinson describe the importance of trust and how it can affect *"well-being of individuals, as well as the well-being of civic society. High levels of trust mean that people feel secure, they have less to worry about, they see others as co-operative rather than competitive"* (Pickett and Wilkinson 2001:57). Relocating power also needs to come with a level of trust from all parties concerned, and power to create change can only be assumed if trust is present.

Adopting the approach of co-production at all stages should ensure sustainability, but recording and evaluating at all stages ensures not only a record for future reference, but evidence on whether something is working or not. Service users and communities need to be involved in every aspect throughout the stages of the planning and delivery. As Kretzman and Mcknight (1993) maintain, asking for ideas is more sustainable than offering solutions. Another way of ensuring sustainability is ensuring that future generations will have an input when it comes to their own *well-being*. The Wales Well-being of Future Generations Act (gov.wales 2015) aims to strengthen *"existing governance arrangements for improving the well-being of Wales to ensure that present needs are met without compromising the ability of future generations to meet their own needs."* Co-production has shifted from the initial idea of service delivery in the 1970's to that of *"considering the whole process of service users*

and their communities in service planning, design, commissioning, managing, delivering, monitoring and evaluation activities” (Mason and Pemberton 2014:14).

If co-production is currently central to ensuring the *well-being* of the current population, then one could suggest it should be central to all other legislation and policy concerning *well-being*? The focus on service user and community inclusion and engagement within service provision and planning, means policy making can no longer be seen as a “*purely top-down process but rather as a negotiation among many interacting policy systems*” (Bovaird 2007:846). Consequently the wide range of ways in which service users and communities contribute to both policy and service delivery should be increasing, thus effecting democratic practices beyond representative government because it places service users and communities at the centre of the decision making process. In doing so, adopting co-production would facilitate a more inclusive stance in the way service users and they communities the live in are involved creating the basis for a bottom up approach to service delivery.

2:7:1 Who participates in co-production? And why?

This raises the issue that the distribution of power to create change and responsibility is only possible if the service user and their communities want it. Taylor (2003:165 cited in Bovaird 2007:856) makes the point that “*excluded communities should not have to ‘participate’ in order to have the same claim on service quality and provision as other members of society have*”. And if the service user or community does not want to take part then what next? Does that mean abandoning co-production? And how would you deliver the ‘*correct*’ services if

you do not know what they want? WCVA (2013) notes that services are mainly responsible for change but members of the public will also need to make a commitment to change if co-production is going to succeed. I also want to highlight that it has been suggested that so far, research has focused on individuals and their families, rather than collective or community relationships. This raises questions about how much communities are empowered and able to make their voice heard and actively engage in the co-production process (SCDC 2011).

2:7:2 Are there any alternatives to Co-production?

Co-production is about the improvement of services and a way of tackling the current economic crises and spending cuts in the system. Public Health Wales (Dineen, Spencer and Phillips 2013) claim that public services are at a crisis point where radical action is needed in order to ease the massive deficit in spending. Nesta are suggesting similar themes in their paper; *The Challenges of Co-production* (Boyle, Stephens and Ryan-Collins 2009) with regards to an unreliable financial system and a market, which cannot tackle inequality, they too admit that a new idea needs shaping. But is this a new idea? David Camerons idea of the 'Big Society' (Bovaird, Hine-Hughes and Loffler 2011) sounds familiar in the sense that its aims were to give more powers to local governments and communities, support the third sectors (i.e co-ops, charities and the voluntary sectors) and encourage individuals to take a more active role within their communities. The essence seemed to be a shift toward empowering the third sector the individual and the community but, as the coalition government in 2011 administered heavy spending cuts which affected the organisations and

people that should have been supported by this initiative, it was heavily criticised because it could have been seen as a way of that particular government evading the responsibility of making cuts. Whether co-production is the right way of working is yet to be determined, but as it seems to be supported by government and large public sector organisations such as Public Health Wales one would assume that it could have the potential to create meaningful change within the way public services are delivered. However more research is needed to demonstrate whether it is the right way of working that engages people and ensures service users and communities are receiving the services they want.

2:7:3 What is there to ensure stability?

This is where the question of “why co-production?” arises on many platforms and in many discussions. Bovaird (2007:856) contends that “*co-production is not a panacea*” or ‘*cure-all magic solution*’, and the main concern is that it could “*dilute public accountability, blurring the boundaries between the public, private and voluntary sectors*”. But if it provides a solution that empowers the individual and allows them to live more independently then surely it is something worth trying? **In this case independence would mean being empowered to continue with aspects of daily living with some support from others but at the same time promoting interdependence. Interdependence recognises mutual reliance between one or more groups and it has been argued that co-production changes the citizen-professional relationship from professional-led interactions to interactions based on empowerment and interdependence (Ewert and Evers, 2012).** Subsequently, while Cahn (2000, 2003:1) developed his model based on the public services in the United States of

America he recognised that the system in the United Kingdom was different in that statutory right to effective service was much more extensive, therefore making co-production a more relevant and *“appropriate framework for change”*.

CHAPTER THREE: METHODOLOGY

3:1 Introduction

In this this chapter I shall focus on the methodology I use in the research, and the methods I use to carry out the research. I will examine my use of primary qualitative data, discussing the use of a case study as a method, how the case study will be carried out and any practicalities associated with it. In the first section I will focus on research aims, theoretical assumption, and design methods. Other considerations include analysis methods and ethical considerations. In the last sections I will look at issues surrounding practical data management and analysis.

3:2 Research Aims

As the specific aim for the research, agreed with the Public Health Wales and the WCVA (Public Health Wales and WCVA 2014), was to identify the challenges of evaluating co-produced initiatives the overarching research is; what are the challenges of evaluating co-produced initiatives? This was divided into sub-questions: What is co-production? How is it evaluated? And what are the challenges of evaluating it? The questions are broad enough to consider “*multiple sources of evidence*” (Yin 2014:17) but to also allow for the development and adaptation of how they are worded, or asked in different contexts. This research project was linked to a wider project called Learning in Action (LiA). LiA aims to assist small collaborative projects in embracing co-productive solutions in their approach to improving service delivery (Public Heath Wales and WCVA 2015). By using a process that is

based on action research principles it aims to promote evaluative practices, which will benefit the sustainability of each project, that is taking part. There are six initiatives participating in the LiA and three were selected for the current Masters project. All initiatives participating had a common goal – to “improve health and *well-being* for local communities” (Public Health Wales and WCVA 2015)

My literature Chapter indicates that there are very few case studies which evaluate co-produced initiatives and that there are even fewer case studies, which take a step back to look at the actual process of evaluation itself and the challenges that are associated with evaluating a co-produced initiative. This current research looked at the methods used to assist in the evaluation of the initiatives, the tools used to implement evaluative techniques and individual opinions, as feedback on the evaluation process. Whether or not the evaluation is perceived to be useful will be explored, and any challenges encountered will be described and reported. A study of these initiatives will also aim to contribute to the wider debate on evaluating co-produced initiatives by adding to the existing literature on the subject.

3:3 Theoretical Assumption

It is important at this point to discuss my perspective, as one of the features to consider in qualitative research is the researcher herself (Bruce and Yearley 2006: 249). The way the research is presented, not only needs to be accessible to the reader, but should be an accessible contribution to an existing knowledgebase. My research inclination lies in a more qualitative way of thinking, which tallied with and was the best way to answer the research question for the present study.

Qualitative Research and Interpretivism are often described as synonyms, and identify with the type of research which treat meaning and action as the primary objects of study (Bruce and Yearley 2006: 157) The two elements of interpretivism are relativist ontology which supposes that reality as we know it is constructed through the *“meanings and understandings developed socially and experientially”* and the transactional or subjectivist epistemology that assumes we cannot separate ourselves from what we know (Robert Wood Johnson Foundation 2015). Bryman (2008:16) asserts that the interpretivist approach respects the differences between people and objects of the natural sciences, therefore requires the *“social scientist to grasp the subjective meaning of social action”*.

Heraclitus’s saying *“No man ever steps in the same river twice, for its not the same river and he’s not the same man”* (Ellis and Larsen Freeman 2006:557) illustrates that things are in a constant state of change and that one’s perception of *‘reality’* changes with it. There is a question of whether there is one external fixed *‘reality’* that everyone has different perspectives of (which would sit with a more positivist viewpoint), or that *‘realities’* are tangible and are in a constant state of revision that are continually being accomplished by social actors (which would be consistent with the interpretivist way of studying phenomena) (Bryman 2008:19). In my mind, whether there is one fixed *‘reality’* and everyone has a different view on it, or that there are many different *‘realities’*, is debatable. However it is important for me that each person’s *‘reality’* and knowledge of it is considered valid. Walliman (2006) discusses how people present meaningful constructions in order to make sense of the world around them. The interpretivist method ensures an adequate dialog between the researchers and those with whom they interact in order to

collaboratively construct a meaningful *'reality'* (Robert Wood Johnson Foundation 2015). This relates to this research project in that individuals' knowledge and experience are being gathered and analysed to add to the existing knowledge base on the subject. I will conduct the research in a way that will focus on individual understanding, aiming to contribute to what is already known on the subject and present new meanings that could improve the current knowledgebase.

3:4 Study Design

Why use a case study? I have chosen to conduct a case study because my research question asks **'what?'**, **'how?'** and **'why?'**. Yin (2014:8) suggests that one other point to consider when deciding to use a case study, is the research method and whether it requires *"control of behavioural events"* or whether it *"focuses on contemporary events"*. As this research does not require the control of behavioural events and it does focus on contemporary events it seems to fit the case study method. Case studies also allow for the collection of qualitative data and to draw meanings and themes from *"complex social phenomena"* which *"retain a holistic and 'real world' perspective"* (Yin 2014:4). The logic of the case study is to *"demonstrate a causal argument about how general social forces shape and produce results in particular settings"* (Walton 1992:122 cited in Neuman 2014:42). In this particular study it will be necessary to consider in depth each specific initiative, become familiar with its detail in order to build new theories and themes and reflect on the events and situations that depict what is happening. This is where the development of a research question is essential for a case study as it will need to identify what is

happening, how and why? Schramm (1971 cited in Yin 2014:15) asserts that the essence of a case study is that it tries to illuminate a decision or set of decisions, why they were taken, how they were implemented and with what result?

There is debate over whether a case study should be seen as a methodology or a method. Hyett et al (2014) distinguish that the case study methodology looks at the overall project as the case, and the case study method which considers individual cases. Using the case study methodology also allows for the “*investigators to focus on a case*” (ibid 2013:4) as part of the method, and retain a perspective that encompasses the project as a whole. There is also some discussion over what is considered a ‘*case*’. Bryman (2008:53) suggests that the most common use of the term ‘*case*’ is associated with the case study location, community or organisation, and the “*emphasis tends to be upon an intensive examination of the setting*”.

Traditionally the ‘*case*’ or ‘*unit of analysis*’ would be an individual or group. However, Yin (2014) contends that the case can also be an event or entity other than a single individual. This can extend to looking at communities, decisions, programmes, organisational change and specific event. Flyvbjerg (eds Thomas 2011:302) stated that one of the most important aims of the case study approach is to capture the complexity of a single case and this should be considered a strategy rather than a research method. One of his main arguments on what a case is, “if you choose to do a case study you are not so much making a methodological choice as a choice of what is to be studied”. He described a case study as being a “context-dependent, in depth investigation of a single example of a phenomenon” and that the way in which the phenomenon is studied is not decisive for whether it is a case study or not, it is the demarcation of its boundaries.

My research aim is to look at the challenges of evaluating co-produced initiatives, which will involve studying the initiatives as individual cases, but also consider the *LiA* project as a whole. Therefore, there is a need to develop the multiple case study approach where a number of cases are considered which “*draw on a single set of ‘cross case conclusions’*” (Yin 2014:18), yet maintain the essence of a single case study. The case study approach to carry out the research will also enable the link between the micro and macro, or in other words the action of individuals to the larger scale structures and processes (Neuman 2014). A multiple case study approach to the design addresses the main research questions by allowing a more detailed observation of the subject (Yin, 2013). The cross sectional element allows for the collection of data at specific points in time, and is consistent with the time constraints of the master’s degree, but also provides the basis for a comparative or contrasting analysis of the data. In this instance, an exploratory approach was used, therefore, according to Bryman (2008:55); analysis “*tends to take an inductive approach to the relationship between theory and research*”. My aim was to move from description to an analytical approach resulting in theory building. Using a case study method allowed for the description of how evaluation happens in reality within the projects, and how the tensions inherent in evaluating co-production are dealt with. The inductive approach to the information took on a more explanatory form of reporting which enabled the research to be presented in a way that portrayed a “*picture of the specific details of a situation, social setting or relationship*” (Neuman 2014:38) and attempt to explained the reasons behind it.

Although there are many advantages to case studies (Yin 2014), it is important to discuss the limitations of conducting a case study. Because a case study

intensively investigates the many details in one or a small set of cases (Neuman 2014: 42), this can also be a disadvantage because it can be difficult to generalize the findings to the wider population. Another drawback I can foresee is there is only one person collecting the data for the case study, therefore there are questions raised around researcher bias in data collection and reporting. There are also limitations around the data collection, which include the interviewees and the observations at *LiA* events. The amount of interviewees was a small issue as I had originally hoped to acquire 12 people (3 per person group) to ensure a more rounded perspective of co-production and evaluation, however I managed to only interview 9 people due to issues surrounding engagement and time constraints. Furthermore, there were only 2 people in the group of service user/community representative (one a service user and one a service user/community representative) which may affect what is being said in terms of co-production, evaluation and its challenges.

3:5 Method

3:5:1 Sampling

In this section I will set out how I developed my strategy in terms of sampling, in terms of procedures used, the decisions I made and the rationale behind them. As already mentioned, as part of the evaluative practices the WCVA undertake, they have collaborated with Public Health Wales to set up a project called *Learning in Action*. This project uses a process that is based on action research principles in order to promote evaluative practices, which will benefit the sustainability of each project that is taking part. Action research is an activity, which alternates

continuously between inquiry and action through research, learning, decision-making and evaluative reflection (Munn-Giddings and Winter 2001:5). This current Masters research project could not only, provide the WCVA and Public Health Wales with feedback about the evaluative practices based on co-productive activities, but also provide me as the researcher with the resources and potential participants for the research.

As mentioned, there are currently six initiatives that are part of the *LiA* project, who have attended two *LiA* events and taken part in the evaluation activities set out by the *LiA* project. Projects are expected to participate in activities. Evaluation activities include the completion of project templates (Appendix 4). These were completed at two separate time periods [about six months apart] for the purposes of reflecting on achievements and identifying change for each initiative. The six *LiA* projects were also entitled to support and assistance in the form of evaluation resources. My aim was to get projects to report and reflect more easily. The first *LiA* event (February, 2015) provided an opportunity for the projects to meet and talk about their work, and what evaluation processes they had in place. The second event held in June provided further context but also gave each project an opportunity to report on the progress of their evaluations, discuss further the nature of co-production and how its evaluation was part of the initiative as a whole. There was also a third event in November 2015, which was not included in the observations due to time constraints, that I attended with BC to obtain feedback on the discussion paper written (as one of the outputs for WCVA and Public Health Wales) (Appendix 10).

The *LiA* project information and action templates (See Appendix 4) were designed to fulfil two roles. Firstly to act as a means for gathering information about each project in terms of where the project is at the time of completing the template, and what the project has done so far. Secondly its role is to act as a template for reporting at learning events and is a primary way that the WCVA demonstrates project engagement with the *LiA* program and justifies the funding that each project has received. The templates act as an evaluation tool based on action research principles, which enables each project to assess where they are now, how they have reached where they are now, lessons learned and action points for short and long-term goals. Questions within the template allow projects to show the relationship between learning and actions, and allow them to demonstrate how they have learned to improve their practice (McNiff 2013: 23)

The *LiA* cycle I used for the project is based on four steps; plan, do, study, act and encourage interaction through collaborative learning and problem solving (Collis 2015). This is similar to Lewin's Action Reflection Cycle (McNiff 2013), which was developed as a spiral of steps involving planning, fact finding and execution, and later became understood as an action reflection cycle of planning acting observing and reflecting. With the cycle developed by the WCVA; plan, do and study represent the first stages of a basic action reflection cycle but the final part refers to shared learning and encourages people to collaborate within the *LiA* setting.

Figure 1 – Action Research Cycle



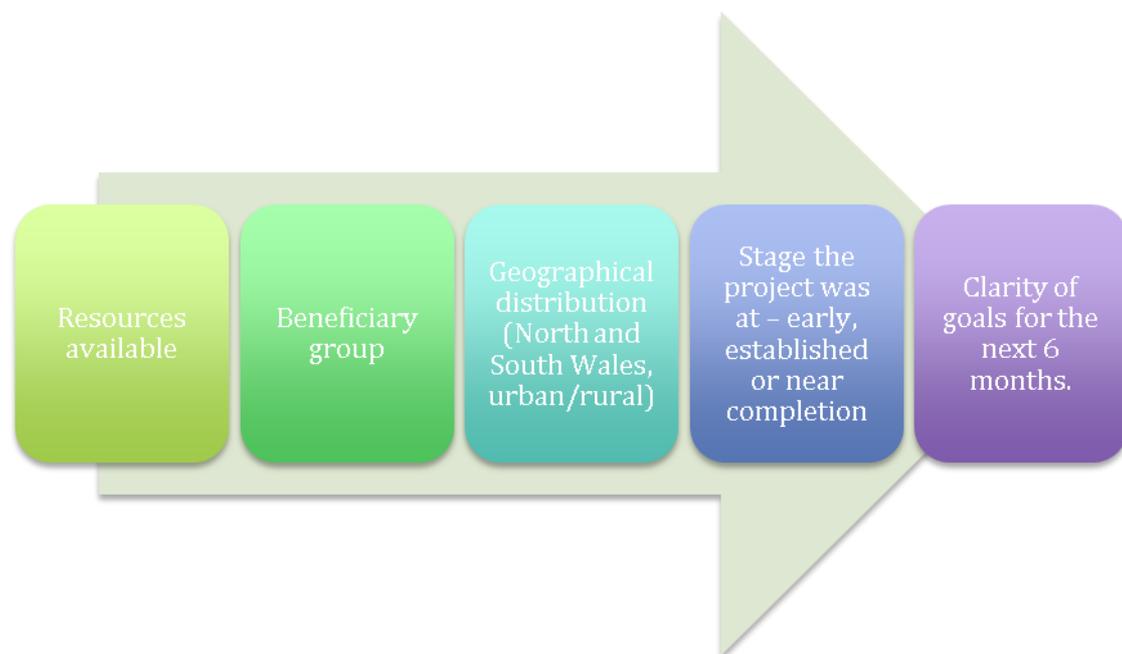
3:5:2 The Cases

I attended the first *LiA* event where I had the opportunity to find out more about the projects and introduce myself to people. This allowed me to gather evidence about the initiatives, as well as the first set of project templates completed for the event, to make a decision about which initiative to select as part of my research project. My selection of the initiative was partly influenced by the available resources and how far they had got. The initiatives take place across Wales and were at different stages at the first *LiA* event. They all focus on a common goal; to “*improve Health and Well-being for local communities*” (Public Health Wales and WCVA 2015). Three initiatives were selected as case studies by BC and Myself. The selection was mainly based on the selection criteria devised by myself and the company partner WCVA. It was hoped that the selection of the three initiatives provided enough diversity to allow for the collection of data without losing the depth needed to gather

individual insight and meaning. When they were selected each initiative was at a different stage, and I hoped that this would provide useful in looking at timescales and the different stages of evaluation in the *LiA*. Also at the time of selection, the initiatives selected had a clear view of the direction they wanted to go in, which would make reporting back a lot easier in terms of successes and failures.

In summary, the selection of cases for the research was based on the following criteria:

Figure 2 – Selection Criteria for Cases



N.B: The three cases are *Isolation to Integration*, *Pioneering a New Approach for Deaf People with Mental Health Problems* and *Building Communities Seiriol Project*.

3:5:2:1 Case 1 –Isolation to Integration - Established project working with older people in the Valleys in South Wales.

This project was developed by Public Health Wales and the Making the Connections officer based in Interlink in Rhondda Cynon Taff (RCT). It was part

funded through the Intermediate Care Fund and the original aim was to listen to older people and look at what services are available to tackle loneliness and isolation. The project partners were Interlink, Age Connect Morgannwg and Well-being Planner.

Interlink, now the lead project, is the County Voluntary Council for RCT. Their main purpose is to support individuals and organisations to *“together to make a positive impact on the life of people who live and work in RCT”* (Interlink Website 2015), and act as an umbrella body for all local and community groups working on various issues relating to volunteering, community action, providing information, and service user involvement and improving services in RCT. Age Connect was founded in 1977 to *“promote the relief of elderly people in any manner which now or hereafter may be deemed by law to be charitable in and around the County Borough Councils of Bridgend, Merthyr Tydfil and Rhondda Cynon Taff”* (Age Connects Morgannwg 2015). Well-being Planner, an independent participative and evaluation research service, was commissioned to do an evaluation of *Isolation to Integration*, specifically the Ethnography part of the project.

Isolation to Integration’s main goal was to build a network of community ethnographers to go out in to the community and collect stories from older people who are isolated. The key aims were to listen to them and see how they could feel more integrated and build stories about their own self-value and recognising themselves as contributing assets. Other aims were to strengthen the input of the citizen by building a voice for the community and enabling older people to shape the support they need on their own terms. The project’s intention was to see what the stories were saying about the area (of RCT), identifying opportunities to link

services together and provide independent analysis of services that reduce isolation.

At the time of selection, *Isolation to Integration* had finished its first stage which was to deliver training in community ethnography and listen to 125 older people, to listen to their stories and map them using a ‘*SenseMaker*’ approach and, to complete a report on the relevance of those commissioned services aimed at addressing isolation and loneliness. The initiative is part of the *Small Countries, Big Ideas Initiative*, who are an international collaboration aimed at capturing the real experiences of people, to help stimulate improvements in their own communities (Snowden 2014). Developed by Cognitive Edge (2017) and in participation with Bangor University ‘*SenseMaker*’ is a piece of software which claims to offer “*game-changing new methods of obtaining insight and understanding into human cultural dynamics and social systems*” (Bangor University Website 2015). A booklet was developed which gathered the ethnography stories and provided data, which could be used in a variety of different ways (Appendix 5).

3:5:2:2 Case 2 – Pioneering a New Approach for Deaf People with Mental Health Problems (Cwm Taff Project) - a new project working with the deaf community in primary care in the Valleys in South Wales

This project is led by the NHS Centre for Equality and Human Rights and Cwm Taf University Health Board and its partner organisations are Interlink, British Deaf Association and New Horizons Mental Health. The British Deaf Association are a service user lead organisation who represent the rights of Deaf people in terms of equality access and freedom of choice (BDA website 2015) and in this project represent the voice of the service user/deaf community in the Cwm Taf area.

Developed as a response to a similar project being carried out by Cwm Taf University Health Board, this initiative focuses on improving access to primary

healthcare for people living with a mental health issue, and who are Deaf and using British Sign Language (BSL). The overarching aim of the initiative is to improve access to primary healthcare services information, advice, and advocacy and peer support. Other aims include developing the awareness of Deaf people to help improve their confidence, reduce isolation and enable them to self-manage their mental health and *well-being*; developing the capacity and confidence of primary and community mental health service providers; promoting early intervention, diagnosis and support and developing information and support that is accessible to Deaf people to help them make more informed choices.

At the time of selection for this research project, this project was at the stage of having just finished a focus group which aimed to gain a better understanding of the barriers Deaf people experience in accessing their services and explore potential solutions. Their other aims were to offer access to local training courses for Deaf people who use BSL, and people who are deafened or hard of hearing. They had also conducted a Survey which was completed by nine people in Deaf clubs. The survey focused on the supported development of a new mental health service, and asked question about the service user experience.

3:5:2:3 Case 3 – Building Communities Seiriol Project- Established project working with rural communities in North Wales

Led by Medrwn Mon, key partners include Ynys Mon County Council, Anglesey and Gwynedd Local Service Board (LSB), Age Cymru Gwynedd and Mon and Cynefin. Within Medrwn Mon, this project was led by the Making the Connections Officer and the Community Voice Project Manager. The project began in 2013 when the County Council and LSB approached Medrwn Mon to see how they

could consult about a range of services in a specific area on the Isle of Anglesey. The initial discussions looked at the most effective way to map what was within the community and to consult on the priorities in a way that made it easier for communities to engage and for the information to be provided in a format that could be shared across services including health, county council, police and other public services.

The overall aim of this project was to develop a co-produced project, and process, which would enable partner organisations to work together with people living in the Seiriol Ward to live the lives they want and to address the imbalance between service user and provider. This involved a consultation period that has already taken place, the short terms goals of the project were to present the information gathered, identify further areas for discussion, establish key themes and priorities, and build new skills and raise awareness throughout the sector. Most of this has been done through consultations with the community and establish task and finish groups that will work on key goals. The *Building Communities Seiriol Project* has also used Action Based Community Development to bring together services and skills in the community and individuals as well as the third and public sector.

The underlying drive of the project is to address the continuing challenge public services are facing when delivering services on a smaller budget. They have used a community visioning process as a tool to help a number of services to have open and honest conversations with communities on how services were going to be delivered in the future. The community visioning process included presentations from various public sector organisations and two discussion groups which looked at what the Seiriol ward looked like now and future priorities for the ward.

3:5:3 The Interviewees

In terms of the semi-structured interviews, my aim was to interview twelve key stakeholders (up to four from each project). My chosen criteria for selection was to identify people who are directly involved with the evaluation process. The plan was to recruit participants from groups A-D for each project:

Table 1 - Case Study Participants, Person Groups

Group	Persons
A	Project lead, practitioners, managers,
B	Paid staff or volunteers,
C	Key stakeholder organisations (public or third sector)
D	Service user, family member or community representative

As I have mentioned the ideal sample of participants would have been twelve participants, but due to time constraints and issues around participant engagement I managed to interview ten key stakeholders from the three projects, and in terms of the number from each sampling group, they were as follows.

Table 2 - Case Study Participants, Person Group Numbers

Group	Number of Participants
A	4
B	1
C	3
D	2

Participants were recruited by establishing contact with the project lead who

identified people who would fit with the selection criteria and interested in participating. These were then individually contacted via email with a letter of invitation, information sheet and a consent form attached. There was an issue around engagement as people were very busy, therefore setting up times/dates set up for interview was tricky and took longer than anticipated. Once the interview arrangement were set up people were very helpful and committed to take part in an interview.

3:6 Sources of Evidence

In this section I shall introduce the sources of evidence used in the case study. I shall describe how the literature has been identified for the literature review, issues surrounding the collation of interview data and all other contextual evidence; including observations from *LiA* events, field notes and other management data. I had expected to collect from multiple sources of evidence in this case study, which could be triangulated to enhance the potential within the data. There was to be a number of different data sampling strategies so that portions of data were available at different times. This approach is very beneficial as it gives a fuller picture of a situation however *“even though a triangulation exercise may yield convergent findings, we should be wary of concluding that this means that the findings are unquestionable.”* (Bryman 2015:2).

3:6:1 The Literature Review

The first piece of data I assembled was the literature review, which I have written for the purpose of learning about the wider context of co-production.

Experts in the field were also consulted to make sure that relevant literature was included in the review (Aveyard 2014). It has also been important to identify any gaps that were present, as this might provide important avenues to explore to understanding challenges around co-production. Aveyard and Sharp (as cited in Aveyard 2014:3) state that a good quality literature review is one that, “attempts to incorporate a systematic approach to literature searching, even though the final review might fall short of a full and detailed systematic review”. As I had neither the time nor capacity to conduct a full systematic review of the literature, I endeavoured to maintain the rigorous and systematic approach which, according to Aveyard (ibid) contains a description of how the literature was searched and how the quality of the literature was evaluated. Data gleaned from the literature review has presented co-production as a term that is widely discussed therefore great attention has been paid to the composition as well as any key words that relate to its components. Firstly, the historical importance of co-production has been considered, followed by key legislative documents, policies and reports. As the main focus of the current research was on Wales, the main legislative document to start with was the Social Services and Well-being (Wales) Act (2014), which provides information and pointers to other pieces of legislation and white papers, which relate to it. Other policy documents were obtained by conducting a comprehensive web based search using the terms Co-production, Health, *Well-being*, Social Care, Social Policy, Wales was narrowed down to articles in the last ten years due to the considerable number of ‘hits’ that the search has returned.

All literature I then narrowed down and considered in order to find content that supports and aids defining the term. The literature I selected was chosen

because of its relevance to the topic and that it provides an overview of the specific area of research. In part of the literature review I also looked at evaluation and its importance towards measuring success, and as a way of looking at how something works. My research findings in the literature review provide a solid contextual basis to inform the remainder of the research project, and “*build up a consistent picture*” of co-production that would not be gained by “*looking at one piece of information alone*” (Aveyard 2014:6). As studying the literature has also supported my formation of research questions, it has in turn supported the development of the interview schedule, which will be discussed in more detail in this chapter.

Information was explored using the ProQuest Social Sciences Premium Collection, which includes a number of databases such as Sociological Abstracts and Sociology database, as these were most appropriate to the topic. I used a number of key search terms including: co-production, co-design, co-evaluation, social policy, health, social care, Wales. Then, I scanned each title for topic relevance and suitability before reading the whole article. I also looked at reference lists to find further relevant references. This added to information being used to help provide a more complete picture of the topic in question which is otherwise known as reference chaining (Onwuegbuzie and Frels 2016). After I identified academic sources, I conducted a general web based search, again using the same key search terms and conditions, in order to identify any key documents that are in the wider domain. Policy documents, books, discussion papers and other supporting evidence I found through either reading the references of a previous book or article or doing a web based search based on the search criteria. The literature I chose was related to the subject matter as I sought to contribute to a strong academic narrative and

understanding of the key terms, and support a discussion on the meaning and practice of co-production. Most academic texts I narrowed to the last ten years, with some books dated older to gather historical context. As the results of the searches returned a large volume of references for the literature review, sampling was conducted by reading the abstracts of each paper to establish relevance, then by reading each paper individually to gather context and evaluate the quality and relevance of its content. **The list of references retrieved through the searches and summarising information was stored in a word document.**

3:6:2 Interview Data

Yin (2014:110) states that one of the other most important sources of case study evidence is the interview, and for the semi-structured interview it has the *“capacity to provide insights into how research participants view the world”* (Bryman 2008:438). I conducted semi-structured interviews because allowed the interviewees to raise topics of importance to them and answer in their own words. In this instance interview questions remain open-ended and a conversational manner is assumed, but the questions are structured enough to maintain focus (Yin 2014). Bryman (ibid) describes the advantages of the semi structured interview as being flexible, whilst stressing that the *“emphasis must be on how the interviewee frames and understands issues and events [in particular]- that is, what the interviewee views as important in explaining and understanding events, patterns and forms of behaviour”*. The semi-structured approach to interviewing is also beneficial when conducting cross case comparability, as it provides the structure to ensure so (ibid).

With the support of theoretical evidence from my literature review and supporting contextual data gathered from the first *LiA* event I developed a semi-

structured interview schedule. The interview schedule was piloted on two people: a fellow masters student who has an in depth knowledge of co-production and the terminology surrounding it. It was also piloted with someone who has worked in a multi-agency setting that used elements of co-production; he could provide a public health professional perspective. The piloting enabled me to test the questions I had developed, the wording used and how the individual understood what was being asked. I expected the length of time of the interview to be roughly sixty minutes which would give me enough time to ask a few questions but also enough time for a detailed response from the participant. However, the average time was about forty-five minutes with some interviews lasting about half an hours and some lasting the full hour, as previously anticipated. Some of the interviews I held face-to face in offices and houses and others I conducted by phone. My interview schedule focused on the three main research questions which provided a structure and focus. The questions needed to be broad enough to allow for the participant to have enough time to answer their question in detail, but also be structured enough to allow me to continue through the rest of the questions without the risk of a lengthy response.

Questions were open and started with “tell me about...” and further prompts that were given to allow the interviewee to elaborate on their answer, for example, “You said...could you tell me more about this?” and, “Could you give me an example?” or, “Can you say a little bit more about....?”. The themes and questions I structured such, so they would be relevant to anyone within a co-produced project and anyone from the different participant selection groups (See appendix 17).

3:6:3 Contextual Data

To support the primary data gathered by semi-structured interviews I recognised a need for contextual data that provided a broader picture of the *LiA* project as a whole, the initiatives taking part and the people within them. The analysis of documents is not only of great importance historically, but to increase the reliability of the information in a case study (Yin 2014:127). I took field notes at different stages of the research project and, as well as observations, other case study documents and management information, have contributed to a database which has captured the connections and presented an overall view of the research project. This evidence has supported the primary interview data in a contextual way and added to it, rather than being a form of evidence that has required as much scrutiny and analysis.

Case study documents and management information included the case templates completed by each initiative which contains information on the project aims and achievements, other meeting and update notes provided by each project and any information that was available through the public domain i.e websites and leaflets. Unfortunately, access to meeting and additional project notes was very limited. Attending the *LiA* events, was not for the purposes of a comprehensive ethnographic study, but it allowed me to observe and gather further evidence to support the primary data, which offered in depth context that took place in a '*real world*' setting and added to the inquiry of the research project as a whole.

3:7 Practical Issues, Data Management and Analysis

For ethical reference and guidelines, I used Bryman (2008) and Yin (2014), and also the ethical framework from the Economic and Social Research Council (ESRC 2012) and the Social Research Association (2003). I consider the main responsibility of the study and researcher as maintaining integrity and considering the following underlying ethical principles; informed consent, confidentiality & anonymity, risk/harm, bias, and data storage and disposal. Ethical approval was obtained from the College of Business, Law, Education and Social Sciences Ethics Committee. The committee scrutinised the research protocol and all the research materials. (See appendix 15 and 16 for ethical considerations and letter of approval)

I sent participants a letter of invitation (Appendix 6) and a consent form (Appendix 7). Participants had the opportunity to return the consent form by freepost or by email. I also sent participants an information sheet (Appendix 8), which assured that they could withdraw from the study at any point without any explanation. These outlined what the project was about; explained issues around confidentiality and anonymity and people's right to withdraw.

A memorandum of understanding had been signed by all projects participating in the *LiA* project (Public Health Wales and WCVA 2015, Appendix ?). By signing the memorandum of understanding the individual projects agreed that they provide project reports, that the information and data derived from the project is public and that they understand that a KESS project is taking place. As such the projects committed themselves to sharing information and participating in evaluation – however, it was important in this case study that potential participants understood that it was **their** choice to take part in this particular study and in an

interview.

It was decided AK and myself that the best ethical practice was to aim to protect the anonymity of those who participated where possible; so that as a result of their participation, they were not unwittingly put in any undesirable position (Yin 2014:78). It was my responsibility (as the researcher) to look after the participants emotional and physical *well-being* and to protect the participant from risk of harm.

I made every effort to maintain the integrity of the interview. The projects which have participated in this research study are named in outputs as this is part of the memorandum of understanding. Individual contributions I have anonymised in any outputs of this study; however, the people in the projects are likely to know who else has been interviewed. Any quotes used I have chosen carefully to ensure that they will not identify individuals. Data I have used has been presented in ways to avoid identification where possible – for example by summarising comments. I have taken every care to maintain the integrity of the individual.

By taking part in this research, it was not expected that any harm would come to the participants or others, however it was my responsibility (as the researcher) to ensure this would not occur. As the interview questions were not of a personal nature, it was not anticipated that the participant would get upset, but rather that participants would enjoy the opportunity to talk about their project. However, if a participant was to get upset during the interview it would have been paused and a comfort break offered. If the participant made it clear they did not want to continue then this would have been adhered to and the interview ceased. I afforded participants the opportunity to contact the researcher after the interview if they had any questions or concerns. As the researcher, I made every effort to avoid deception

or misinformation by being honest and open at all times and keeping the participant informed. None of the participants asked for a break or withdrew from the interview.

I (as the researcher) have continuously reflected on my position during the study and my own personal bias, which could be any ‘pre-supposition or preference that distorts evidence or conclusions’ (Bruce and Yearley 2006:20). I am also aware that by being attached to the WCVA, who are the organisation conducting the Action in Learning project there was a possibility of bias or conflict of interest. The steps I took to avoid this included the on-going reflection on the research process by keeping field notes, a research diary and remain aware throughout each process of the research

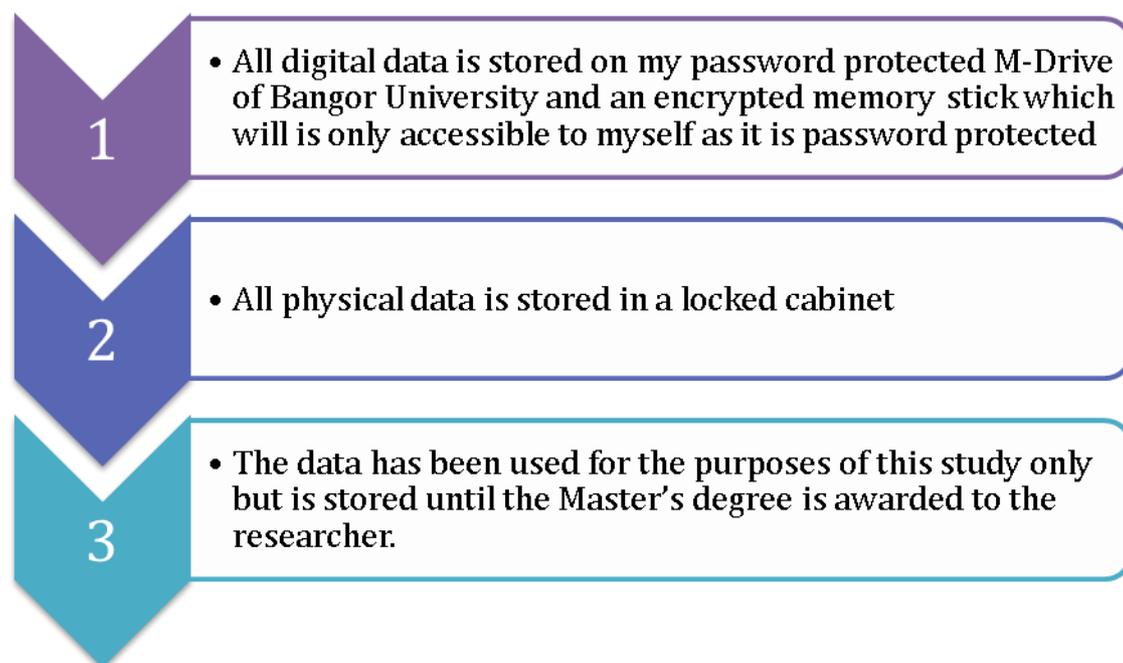
I anticipated that I would visit each project to conduct the interviews. This would also have given me the opportunity to observe the projects and find out more about their day to day running. However due to time constraints and issues around arranging times and dates; I ended up conducting three of the interviews over the phone. This approach was a useful back-up in that it allowed me to conduct the interviews and ask question. However I did not feel this was ideal as the interviews were shorter and I felt that had I had the opportunity to do them face to face, it might have allowed me to gain a better rapport and pick up on subtle reactions and gestures to certain questions and possibly allow me to probe further. In terms of collecting other information, such as field notes, observations, project templates, management information and other publically available information, I managed to collect some, but not as much as anticipated.

I conducted all interviews with the consent of participants and transcribed by a professional transcription service. The electronic data has been stored on an

encrypted (password protected) USB stick and the university's U drive, and any physical paper has been stored in locked filing cabinet at my home. I also took notes during the interview, which has been used for contextual and supporting evidence. Any of my written notes were typed up and have been included in the body of documents analysed along with other data sources. The project reports were sent to me in electronic format and stored securely.

The steps to ensure data protection have been identified and are as follows:

Figure 3 – Data Protection Steps



This research project is funded through Knowledge Economy and Skills (KESS) and thus has a spending budget which covers costs of travel, accommodation, equipment and other things which have been considered as parts of the costs incurred

This research project as part of the Masters by Research had a duration of 1

year, and started in October 2014. Interview data was scheduled for collection as soon as possible after ethical approval was obtained. A three-month period was allocated to allow time for contacting participants, recruitment and interviews, and also the acquirement of the secondary data (such as project reports and other outputs). After that it was anticipated that data would be analysed to form the first draft of the research project (See appendix 9 for timetable flow chart). However, the timetable had to be adapted due to unforeseen circumstances and the actual timetable is set-out below:

Table 3 - Research Timetable

Action	Date/Period
Learning in Action Event 1	February 2015
Ethical Approval	March 2015
Participant Letters Sent Out	March 2015
Interviews Conducted	March - July 2015
Learning in Action Event 2	July 2015
Learning In Action Event 3	November 2015
Analysis	July 2015 - May 2016

3:8 Outputs

The findings of this study are presented in this thesis as required for the Masters by Research in Social Policy. Other outcomes requested as part of the funding agreement with WCVA was that outcomes are presented in the form of a discussion paper and a short report to sit alongside an evaluation report written by BC (See Appendix 10). This consisted of a breakdown of the challenges of evaluating co-produced initiatives and will support further evaluation practices. A presentation of the outcomes was expected, but has not yet happened however

I attended the WISERD (Wales Institute of Social and Economic Research, Data & Methods) conference in July 2015 with a poster of my intended research and took part in a presentation which addressed issues of impact and engagement within the projects. In terms of impact, as the research is being conducted for two organisations, it is anticipated that the findings will inform the WCVA and Public Health Wales in their research and evaluative practices. As this particular topic of research is a relatively under researched area, it is hoped that it will be of benefit to those concerned with evaluating any co-produced initiative.

3:9 Data Analysis

I analysed data using a thematic approach (Bazeley 213). A priori codes (as themes) were used based on Edgar Cahn's for values (2000), which included: asset recognition, redefining work, reciprocity, and social capital. There were also elements that made up each value, that were not seen as sub-themes because some of the elements overlapped within other themes. Further themes I identified based on the reading and re-reading of the data. These themes I linked to issues surrounding the understanding co-production, language and terminology, trust, power to create change and relationships, structural challenges (relating to organisations and their models of delivery) evaluation of co-production and the challenges relating to it.

Thinking of the case study as an "*opportunity to shed empirical light on.... theoretical concepts or principles*" (yin 2014:40), I have considered the aspects of my direction of theorising (See Appendix 16 for a flowchart) which is considered

important when designing a method; it helps if you ask questions like ‘what will work best for the research project?’. According to (Neuman 2014:39), the study’s outcome is a detailed picture of the issue or answer to the research question, therefore will not only fit an explanatory approach but also [as mentioned above] focus on the analysis of the stories that people present. This explanatory approach also allows for the greater use of data gathering techniques if the researcher should wish; for example, field research, surveys, content analysis and historical-comparative research.

In terms of practical steps, I analysed the data by reading and re-reading and coding themes that emerged prominently in relation to what was expected from the literature and anything else that was mentioned regularly by interviewees. Out of this I developed definitions and elements of Cahn’s four values and other themes or values that appeared prominent.

3:10 Lessons Learned

Case studies can be hard to plan, especially in a short timescale when the main data collection method relies entirely on the willingness and engagement of the participants to take part, which cannot easily be anticipated. Had the research not been constrained by the timescale of the master degree more participants could have been invited to participate in an interview to collect more data. Also, a longer timeframe would have been useful to see how the projects developed over time and look at changes within and between projects.

On reflection, the working definition of co-production I used, together with

the focus on Cahn's four components has influenced how I approached the interviews and consequently the answers of my participants. As the development of the interview schedule was informed by the WCVA definition and Cahn's work, it is possible that using other work may have led to slightly different answers and interpretations. Furthermore the flexibility that co-production requires, suggests that a more flexible approach than the semi-structured style of interview questioning might be more useful. On reflection, a narrative approach whereby the participants are not influenced by key words or phrases and are able to tell their stories in a more organic way may be more appropriate (Stuckey 2013).

In this chapter I have focused on the methodology of the research, and the methods used to carry out the research including aims of the research and evaluation and paradigms and the qualitative approach to research. In this section I have reflected in detail on the case study as a method and methodology, and discussions surrounding it. My use of primary qualitative data I have reflected upon, how the case study will be carried out and any practicalities associated with it. Other considerations I have included are the analysis any supporting data, participant sampling and any issues of an ethical nature.

CHAPTER FOUR: FINDINGS

4:1 Introduction

This chapter is based on emerging findings and draws on data from the semi-structured interviews, observations, field notes from two *LiA* events which focused on evaluation, project templates that had to be completed, and other published and unpublished materials relating to the project. The findings chapter starts off with people's perception of what co-production is and how co-production has been introduced into health and social services. This is followed by how people talked about Cahn's (2000) four values of asset recognition, redefining work, reciprocity and social capital (A Priori Codes) in the interviews. The third section focuses on evaluation of co-produced projects and how to evaluate if co-production has taken place. It presents emerging evidence in relation to action learning, the *LiA* events and how interviewees and participants from the events understand evaluation. The final section presents challenges and recommendations with regards to evaluating co-production as discussed by project members.

This chapter reports emerging themes and discusses *"key findings under each main theme or category, using appropriate verbatim quotes to illustrate those findings"* (Burnard et al, 2008). As discussed in the methods chapter I have adopted a thematic approach whereby I anticipated a framework based on themes drawn from the literature review. The themes have been placed in sequential order that demonstrates the progress of co-production from theory to action through discussing Cahn's (2000) four values of Asset Recognition,

Redefining Work, Reciprocity and Social Capital and then moving on to report evaluation and the case study data. For each one of Cahn's themes I have constructed a table, which displays each element of the theme and examples of what people said.. The strategy of extracting the themes was based on the theoretical propositions that led to the study (Yin 2014); sequentially following in the order of the project proposal including research questions, literature review and interview schedule which have all led to the theme framework.

In terms of evaluation, themes surrounding how it is done and what the challenges are have been structured around the interview schedule. All other data collected as part of the research, project templates, observations and other notes, has been incorporated to provide context to what is being said and support the reporting of the case studies.

4:2 What People say about Co-production

This section looks at discussions surrounding individual views of co-production as well as how they fit into Cahn's four values. Individual understanding of co-production stood out separately from the four values, as there was an emphasis on how people defined co-production and why they think co-production is being introduced into health and social services. With the four values I have set out the elements of each theme into a table with an appropriate quote, which I think best illustrates what is being said. This section is informed solely by the interview data therefore will not be individually referenced (this was also part of the effort to maintain confidentiality and anonymity), as are all

quotes, which are italicized. However any other data sources are referenced in the appendix. The only exception is the evaluation section, which will be referencing every piece of data including interview data. As mentioned in the methods section it has not been possible to individually identify what each person group is saying during interviews, due to the small sample size. This has placed limitations on the discussion and conclusions to be drawn.

4:2:1 Understanding co-production

Definition: this is where individuals discussed what they think co-production is in terms of a general definition, elements or the essence of co-production.

“I think it’s (co-production) got some real strengths, particularly in a time where organisations have to face up to the fact that they don’t have unlimited resources and they have to think of different ways of working together”

Although understanding co-production could be seen to be part of the focus of an initiative, it emerged as a very prominent theme because, as well as being directly asked about their-own understanding during interviews, it was a topic that participants discussed repeatedly. During interviews project members said that having an understanding of co-production was very important and that everyone should have a basic understanding of what it is if they are going to adopt it as a way of working; *“Unless you identify yourself as a co-produced service then how do you know that it’s been co-produced?”*. What became most apparent is that people felt that having a shared understanding of co-production was paramount to the focus of a project. Furthermore, that individual experience and understanding of co-production meant that agreeing on *how* co-production is understood was the first challenge to overcome.

Interviewees made it clear that, despite a need for a universal definition of co-production, the terms and language associated with it were complicated and should be simplified to make it more accessible and help people understand better. Interviewees also said that the term co-production was confusing and felt that it was just a new buzzword for something that had been done before; *“partnership working - you know – what’s the difference?”; “we used to call [co-production] service user engagement”*

Despite some confusion over definitions and terminology, the interviewees however did point out that a shared understanding of what co-production means is paramount to working by co-productive principles. Interviewees from the *Cwm Taff* project claimed to have a shared understanding of co-production and that they were working towards similar goals. All interviewees maintained some understanding of what co-production is and mentioned themes within this chapter. Interviewees continuously referred to the importance of a strong focus on the service user, advocate or community representative. Their understanding of the role of service users and communities in co-production was that they are *“integral to the whole process”*. This aspect will be discussed in greater detail within asset recognition and other themes in this chapter.

Although there was an agreed understanding on the focus of co-production, interviewees displayed reservations on the intentions of the people in government and public sector organisations who are seen to be the main decision makers. Interviewees made it clear they were not under any misconceptions that co-production had been introduced as a way of tackling the

deficit of spending cuts, but there were some concerns that the responsibility would be shifted on to those who it should not; *"I think that there is a level of still needing to hold local authorities to account...they can't just...absolve themselves of responsibility"*. There was also a general scepticism over co-production being something that was talked about a great deal by government organisations but in practice might not be implemented as much as it should be. I observed frequent informal conversations at the two *LiA* events that claimed there was *'plenty of talk about co- but not so much of the production'* (Dalton 2015) which was aimed towards organisations at a higher level of power and indicated a pessimism about whether co-production would bring about real change within those organisations or not. Co-production was generally described by interviewees and participants from *LiA* events as being formal, mainly because it was perceived as a way of working together that is being presented from the government, in a *'top down'* approach to service delivery. However, when further questioned, interviewees expressed willingness towards a new way of working and admitted current processes were not effective.

Overall, there was a positive outlook on co-production. Interviewees felt that it was something that, if done well, could be a more long-term meaningful solution to service delivery. Once general definitions and reservations had been discussed there were questions on how co-production could be implemented, and whether a framework or *'how to'* guide would be a good idea to assist people or projects that were not sure of what they were doing. Interviewees indicated a need for shared learning or collaborative events that could enable projects to share knowledge and information.

4:2:2 Asset recognition

Definition: The recognition and utilization of anything or anyone that is of benefit to the project or people.

Table 4 - Asset recognition

What comprises <i>Asset recognition</i>?	What people said
Recognising the diversity of people within, or related to a project	<i>"I think we recognise what all being different brings to the table and we complement one another"</i>
Identifying what is already there in terms of assets and any gaps in terms of people or resources	<i>"we also as an organisation recognised that there was a gap in the services we were delivering"</i>
Utilising the knowledge and experience of a person accessing a service	<i>"Talking to people who know what they want from a service, they are telling us what they want".</i>
Reference to a person having specific knowledge of a particular project, service, policy, institution or service user/community need, that would be able to provide useful information or support	<i>"I suppose it adds value because we all have different skills and expertise".</i>
Reference to valuing a person's individual knowledge or skill	<i>"I value you for what you can do rather than what you can't, so that everybody can contribute".</i>
Being 'the voice' or representative of a person or group of people	<i>"recognising who the voice of the community, group or individual is"</i>

All interview participants spoke with abundance about the importance of recognizing assets as vital resources that/who are of the greatest benefit to the project or service. Essentially the importance was to recognise what was there in terms of assets but also to look at the gaps that were present in service provision. There was a diverse range of phenomena that interviewees identified as an, 'asset'. People, and resources were the most cited, as interviewees felt that it was the people supported by resources that were the main driving force of a service.

When people were cited as an asset, as mentioned in understanding co-production, it was primarily considered that the most valuable asset to each project was the person and their capabilities or community accessing the service.

There was a common view in recognizing the need to develop insight into a service user and/or community experience and to make sure that, not only their voice is prominent in the process, whether it is listening to them directly or through an advocate or community representative, but they are *actively* involved in the design and delivery of a service. Also the ways in which this information is gathered, recorded and communicated by the project was important; for example, focus groups, storytelling, consultations and/or task and finish groups. Diversity was also mentioned; this related to the differences and similarities of people and communities accessing a service, be it where they are from in geographical terms and in terms of their own preferences, needs and beliefs; *"They can all be different"*. Recognizing diversity as an asset also allows people to open up and be more willing to contribute.

In this context assets also extended to the diverse range of expertise that were part of a project, from the *'lay'* experience right across to the specialist or professional knowledge. Interviewees felt (or highlighted) that a more diverse skill set or knowledgebase was of benefit to a project; especially if you have a person, organisation or group who is providing a vital link to a service, organisation or person/group who might be able to provide important insight or knowledge. But despite identifying the skills and expertise of an individual, community or organisation, interviewees understood that it is important to

“raise awareness...about where the constraints are” and understand what limitations there might be.

Many interviewees agreed that when it comes to exercising skills and resources, with an individual or community it is about having the opportunity to clarify what they can and cannot do, and likewise in a service where resources might be stretched or a certain expertise is not available. There was strong support across all projects for service user and community input as an integral part of asset recognition and co-production as a whole and it was felt by some professionals that if their voices were not present in some form, including advocates and community representatives, then it would render the co-produced process invalid.

Resources as an asset to a project or service were commonly associated with funding, and interviewees felt that limited funding restricted the work that could be done, imposing a strain on resources. A lack of funding was perceived as an asset barrier because if there was a lack of money to pay for resources, then the quality of service delivery would be compromised. One project reported that a lack of specialist skills was very challenging when trying to respond to service user and community need; in their case there were *“only two people in the entire area”* that had the specific skills that would be suitable for what they wanted to achieve. Funding deadlines and barriers also posed problems for a co-productive approach; some interviewees *‘in the profession’* even stated that sometimes projects needed funding before the co-production side of it could even be considered, due to application deadlines: *“Sometimes you just have to act quickly”*. Resources were also briefly referred to as places or spaces that could be used for

people and organisations to meet or carry out activities as part of a community. *The Seiriol Project* referred to the need for community hubs that would provide a single point of access for various different services. Resources and funding are discussed further as part of the challenges of delivery later on in this chapter.

Diversity was seen as an important part of assets, as it was felt that having a diverse knowledge and skills base were crucial to supporting a balanced structure. There was frequent reference to the individual skills that people possess and how valuable they could be to a project, in terms of the knowledge in a particular discipline but also the knowledge and connections they have of people and services in the area. The diversity extended to the multi-faceted network of organisations and services connected to a project and considered their different ways of working, services they provide and how they all interact with each other. Interviewees felt that by having diversity within a project, it helped people learn more about the service they are part of and how it all fits together, especially when *“Bringing in the multi-agency ‘stuff’, that people understand that certain services give certain elements of the wider service”*

4:2:3 Redefining Work

Definition: Anything that signifies a shift in power to a more equal stance

Table 5 - Redefining Work

What comprises <i>Redefining Work</i>?	What people said
Equality as a feeling of being equal to others in terms of service design and delivery	<i>“People feeling respected and equal and having an equal influence on things”.</i>

The active involvement and input of individuals, especially those accessing a service, in discussions, input, design and delivery	<i>"Well it's about the service users being able to influence the service they have essentially"</i>
The motivation of an individual or group of people to participate in service design as a base level	<i>"So it's really working out with people what they want to have an influence in and what they want to be involved in"</i>
The learning or gaining of knowledge that makes an individual feel they are empowered	<i>"You know if you can't communicate, you know, you just don't understand how systems work and what it can do....how powerless people are, so if we can help empower them just a little bit"</i>
Decision making involves everyone connected to a project, especially those who are the recipients of a service	<i>"Not us sitting down at the beginning and saying, "well we think you need..."</i>

Within redefining work discussions around equality, power to create change and decision-making are very hard to separate as they are described as overlapping in the co-production literature and were talked about as interconnected concepts by interviewees. I have attempted to discuss them individually to demonstrate how they were used by interviewees.

Equality (or rather parity as mentioned in the literature review) was discussed mainly with reference to an individual's feelings or perceptions; for example, interviewees felt that being listened to and being able to make informed decisions contributed to making one feel more empowered and equal to others. This type of equality was focused mainly on the service user or community (or their representatives) in making sure *"they have an equal say in the delivery of services"*.

When power to create change was discussed interviewees saw this as an integral element that not only connected to redefinition of work and roles but was also part of the foundations of co-production as a whole; *"I suppose it's [co-*

production] down to empowerment, isn't it". Perceptions of interviewees' own roles within an initiative started with recognizing the need to be adaptable and flexible, and giving people an opportunity to have more influence over the services they receive/deliver. Workers within the projects felt their roles were not very defined and duties and responsibilities overlapped but this seemed to be a positive thing because, to them, it represented a more '*level playing field*' at meetings. There was overall agreement that the integral part in the project or service was that of the service user or community. There was a broad understanding of the value of those accessing the service and what their role was in terms of being the representative voice for that group of people, aiming to influence action.

Conversely there was acceptance from some people that sometimes roles might fall into a hierarchy because that is the way people and organisations are used to working. Also someone would have a certain contact, possess a unique skill set or have prior knowledge based on the work done, which means it would make the most sense for them to guide the project.

The concepts of decision-making and power to create change became even more difficult to separate. Decision-making was a much-debated concept for, although everyone seemed to express a shared understanding of what decision-making was, there were differences in opinion on who should be deciding on what. Most interviewees identified with being able to make an informed decision as a form of empowerment. Everyone believed that if an individual had more understanding of how systems and services worked then it

would give them better knowledge to be able to have an influence, instead of being told what to do, which was deemed to be very disempowering.

There was a clear perception that certain decisions were being made at a higher level, which did not consider the co-production ethos, therefore the current hierarchical way of working needed to change, as the people involved were seen to be *“pretty top heavy”*. This was considered a significant barrier that was stopping people from having an influence and that the effort it would take to rectify this would be demanding on time and energy.

Empowerment, decision-making and equality had two different angles. One was about recognizing whether people wanted to be involved and how; and not just assuming their involvement is going to happen because there were opportunities. The other related to the project worker and as to whether they actively involve people and how they go about doing so.

Inclusivity in itself is very closely linked with power to create change, equality and decision-making and being included in a co-produced service was extremely important to interviewees. If organisations and service users/communities were going to be working together on a more level playing field, then they would need to be included in the same activities. Interviewees emphasised that this needed to happen and that it was important for the service user/community to be included and that *“everyone in that work is there at the beginning and is there at every important milestone, every decision that’s taken”*. Some interviewees were sceptic over whether systems in certain projects were actually co-produced and working the way they should be. Some believed that certain public services were too rigid in their hierarchical structures to be able to

change, while others were focusing most of their concerns on the service users and communities and whether they were actually being given opportunities to make their voices heard and become actively involved.

The transfer of knowledge can be of great benefit and potentially contribute to a shift in power. Interviewees thought that being in a co-produced environment where information was much more accessible provided valuable opportunities to learn new things from each other; *“Everybody learns so much from having different people in the room”*.

Interviewees also considered that by being open to learning presented an opportunity to teach. They saw it as an opportunity to teach service users and communities to be more interdependent through learning how to manage their own health but also knowing when to seek professional help. But mainly it was considered an opportunity to facilitate the service users and community voice, so their ideas could be used to change a service; *“It would be the reflections of how people felt as a result of being... speaking to and being surveyed and asked those questions in our narrative”*.

The redefinition of work also signified recognising the motivations of people for participating and that each role might have a certain agenda attached. This is especially prevalent in a multi-agency approach where each organisation or service might have its own goal or intended impact in mind. Interviewees said it was very important that these should not impede the co-production agenda. Most interviewees felt that funding bodies had their own pre-requisites, including tight reporting timescales and what the money should be spent on, which hindered their ability to be flexible. Also public services were seen to have

goals and outcomes that did not necessarily coincide with project ethos. This was discussed as being partly down to the culture of service provision and to public services traditionally being the main decision makers; *“I think there’s been for a long time the culture of “we provide the service for you”*

4:2:4 Reciprocity

Description; where there are two-way transactions between interviewees, especially between service users/communities and those who deliver.

Table 6 - Reciprocity

What comprises <i>Reciprocity</i>?	What people said
Being able to recognise relationship strengths and weaknesses	<i>“We need to develop a lot of good working relationships”</i>
Whether individuals feel committed enough to input their time and energy	<i>“It would have been easy to walk away and say, oh this isn’t going to happen; you know, I’ve got better things to do”</i>
Being aware of mutual responsibilities and expectations	<i>“There’s a dynamic between being a service user and a service provider that sometimes leads to a distortion in the relationship where you feel you’re at the mercy of someone else’s generosity”</i>
The consideration of peer support and its importance	<i>“Learning and sharing on a wider level”</i>
Where an individual takes ownership of the work they are involved in	<i>“Oh yeah definitely because you know, you can invest”</i>
Communication – where there is a two-way open dialogue	<i>“I listen to them and they listen to me and having time to do it”</i>

Communication was one of the top priorities discussed in reciprocity, and this priority was linked to having an open dialogue between interviewees and services, especially with communities and service users. Interviewees referred frequently to the reality of how services plan to involve people but rarely carry it out, and that the notion of *“actually talking to people”* needed to become reality.

All interviewees agreed that this could be a long process but very important and as long *“As long as the discussion comes the other way”* it would make communication a much easier process. Communication also included an awareness of communication barriers and that there is a need to learn and adapt to that; *“You need to capture that so you have that on your record and then you need to know how to respond to it”*.

When interviewees talked about relationships, this was definitely with reference to reciprocity and being a two-way matter. There was a general feeling of strong relationships between most of the people in the projects, and an understanding that relationships need time to build. In order to have an equal relationship everyone felt it was important to be aware of the dynamics of each one; *“It’s so multi-functional!”* and by recognizing the diversity of a project or group of people and understanding that individuals can be *“completely different people”*. In this context it was quite refreshing to the service user/community representative/advocate to have an opportunity to be heard and involved; *“It’s not very often we get asked what we want or what we’d like and it would seem a wasted opportunity not to make the most of it”*. However some interviewees said that they hadn’t even met certain members of the project and felt disconnected from the bigger picture.

Issues around commitment came up repeatedly. Some interviewees expressed surprise that in some projects statutory services were committed, but for others there was frustration at the lack of commitment. Commitment in this context was closely related to relationships in that, in order to have stronger relationships, there needed to be a certain level of commitment. Interviewees

said that good relationships are the basis of commitment; *"It's double the incentive really when people need you to do something"*. Commitment was also seen as something that is tested the longer it takes to set up a project or meeting. People are busy with time constraints and participation relies on individual motivation and if *"you don't have that degree of influence; it is entirely dependent on goodwill"*.

Different forms of support were important to interviewees as they sensed it would help make delivery and problem solving much easier. Financial support played a crucial role in terms of resources and delivery of service, and support from statutory organisations was important. But as the questions focused more on co-production, support from peers became prominent; *"Particularly when you hit certain stages and you're not quite sure where to go, but if I had a mentor or a peer to support"*. Interviewees also highlighted the value of peer support as a way of sharing knowledge and learning from others in a similar sphere; *"It's the only way to do it really I suppose. Peer support, lot of talking together, lots of sharing practice"*.

A few interviewees discussed the sense of having more control, which gave a sense of ownership and nurturing towards the project. Other interviewees did not feel so connected and in control. Ownership was also related to responsibility, where most interviewees perceived that having more control would mean taking more responsibility. This was deemed ok if someone wanted it, but if they did not it should not be forced upon them. In this case the control and responsibility should fall onto those who were more willing to participate.

Participants raised concerns about people being asked to take part, but only on the terms of the projects. This was seen to undermine the validity of co-production. It was also noted that if people were less willing to participate, maybe more effort needed to be put in place to support them to take part. Ownership was linked to power to create change and influence, where an individual had to give something up, like time and energy, but would gain benefits such as knowledge and skills or be part of an improved service.

4:2:5 Social capital

Description: recognizing and utilizing the valuable informal networks of people who reinforce the infrastructure of a project, service, community or individual.

Table 7 - Social capital

What comprises <i>Social capital</i>?	What people said
The connectivity of a project to its surrounding informal networks	<i>"We would try and involve the people and when the project is being talked about it's the community that's doing it"</i>
Where informal groups are being engaged with sufficiently	<i>"Communicating more with communities about what they want as a whole"</i>
Where there are discussions surrounding whether there is trust between communities and service providers	<i>"Decision makers are kind of bound in that these are priorities that have been identified by communities and if they are committed to changing the way they consult and engage then their decision-making has to come from the needs that have been identified".</i>
The mention of the value of people that are driving the service (service users/communities)	<i>"Planning that whole stronger community network"</i>

Social capital was not mentioned explicitly in the interviews; and what people said about community networks did not seem as important in the other 3 of Cahn's value. When interviewees did speak about service users and the social networks surrounding them, they were often referred to as "*those who matter most*" when it comes to co-production. What people said about the wider informal networks was that familiar was with regards to the associated connections between them. Connectivity refers to how connected interviewees felt about the wider community, but also whether that wider community of informal networks were "*doing their bit*" to support individuals accessing a service. Interviewees seemed to suggest that services could not be entirely relied on, especially when resources are being cut, therefore empowering and teaching the people and communities to be more independent was considered a top priority. In this case interviewees suggested that if connections needed to be made stronger, then drawing on the strength and knowledge of the networks surrounding an individual, community or service would be the best place to start.

Engagement was seen as the first step in making connections by involving a community or individual. There were initial concerns about whether the community or individual was sufficiently being engaged with and interviewees raised concerns over whether the current processes were working. As well as this, some interviewees seemed uncertain of how to engage people. However, there were also services that were happy with the way they were talking and listening to people, but people did not feel as if their concerns were being taken seriously or acted upon. The term used by two interviewees was "*consultation exhaustion*", whereby services would ask a lot of questions and conduct a

number of consultations, but the implementation of what they said they would do in response to this was deemed to be very slow or, in some cases, non-existent. Some interviewees also questioned whether informal networks were being kept up to date and came up with various suggestions that would keep people *“in the loop”*.

Trust was discussed as an integral part of, not only network formation, but co-production as a whole. It was described as the bond that held communities together and connected them to the services they access. Where there were agreements and promises based on trust, there was a strong will to deliver for fear of letting colleagues, service users or communities down. People felt that trust facilitates reciprocal processes whereby people and communities would feel more confident in having input.

Interviewees acknowledged that recognizing the value of service users and communities is integral to co-production. Like asset recognition, the discussions surrounding service user and community value looked at the benefits of actively identifying, recognizing and valuing what people have to say and offer in terms of service improvement. Some interviewees suggested that in order to build more sustainable ways of working the informal networks of people surrounding a project not only needed to be supported, but elicited in order to help build and maintain the social infrastructure.

4:3 Evaluation

4:3:1 Introduction

This section discusses evaluation methods considered by interviewees and outlined in the project evaluation templates as part of the *LiA* project. When asked about evaluation, most projects did not have much in place in terms of a robust or agreed plan to evaluate a project's functioning or its performance in terms of co-production. One project brought in an external evaluator to do the work, but the majority of evaluations took the form of either informal discussion, as individual action points in meetings and/or individual reflections of each project member.

4:3:2 Action Learning

During interviews project members frequently talked about action learning cycles as an effective way to evaluate the way projects work. The main aim of the *LiA* umbrella project is to use an action learning cycle based on action research and collaborative learning, to look at problems and focus on solutions involving a group who share ideas and learning (Appendix 1). Each project received templates and information about a cycle in action. Templates show how projects have reflected on what worked well and what did not and how they used the information to plan their next steps. The wider context of the *LiA* project addresses how the public sector, voluntary sector, service users and their families/communities can change the way they work together. The learning cycle involves a purposefully reflecting on planning, doing, studying and acting. It encourages interaction through looking at problems and sharing solutions (see methods chapter). I have created a table (Appendix 11), which displays the

completed *LiA* templates from each project next to the learning cycle in order to demonstrate how they might fit together. The template has six sections, including background, aims and objectives, method, results and conclusion/next steps. There is also a “*who did this*” section to incorporate the co-produced element, and allows projects to demonstrate and reflect upon who is being included in the process. Each section is designed to allow project members to critically self-reflect on their own actions and plan ahead effectively.

4:3:3 The Projects in Action

For the first learning event on the 24th February 2015 the three projects completed sections 1-5 of the action template and then the other sections were filled in before the second event in November 2015. The time scale was to enable projects to record and observe changes during that period between the two learning events and to use the templates as a shared record. For the cycle to work effectively projects would need to plan their actions based on the reflections and observations they made whilst filling out the project templates, as well as new actions that have been identified. They would also need to demonstrate that they are working towards the key aims and objectives set out in their original plans.

4:3:4 The Learning Events

This section will discuss my observations at the learning events and anything that is mentioned in project templates or interviews that relates to the learning events. The first learning event in February 2015 was held over a full day and comprised: presentations from various people and organisations

focusing on co-production, public services and the third sector; a series of collaborative events for everyone to take part; and a section focusing on evaluation delivered by the WCVA (Dalton 2015). The people at the event consisted of staff and workers from each of the 6 projects taking part in the *LiA* project, WCVA staff, staff from Public Health Wales and various other members from co-production projects. The only service user/community representative that was present was the BDA (British Deaf Association) representative from the *Cwm Taff* project. The main collaborative part was a 'World Café' style event where each project chose two people to represent a table - everyone else moved around the tables and groups had 10 minutes to present their projects and for people to ask questions, give advice and discuss issues. There were large pieces of paper and pens on each table for people to write important points down on. The other exercise consisted of gathering into groups and individually writing down one or two words on post-it notes about what people thought co-production meant, then placing them on a board and talking about it. These were both exercises that enabled people to communicate and share their understanding with each other. The evaluation part was a presentation about what the WCVA (Collis 2015) expected from each group in terms of evaluation and collaborative learning and also what people were to expect from being part of the '*LiA*' project. There was discussion at the end where participants of the *LiA* events raised concerns about the project templates - they did not want to duplicate information and create unnecessary paperwork - but they were reassured that the templates were there to document the process of evaluation work and to record the information to share with other projects.

The second learning event in June 2015 was much shorter and again consisted of presentations and updates from an NHS perspective and updates from projects who were able to attend; most of the information provided is set out in the project templates. There were fewer people attending the second event and still only one service user/community representative from the BDA, which raises questions over co-productive practices within each project. Evaluation was again discussed but this time it was more of an open room discussion as projects had completed the second part of their templates and had questions to ask and points to discuss with each other. The overall accord was that evaluation practice needs enough consensus and coherence from all project members and that the main understanding of evaluation was that it was important to know what has worked or not, so this can either be repeated or changed (Dalton 2015). I gave a presentation on my study progress, informing everyone of what I had done so far and stating my aims. By that point I had done most of the interviews except one and was nearly ready to start analysing my data. In my presentation I gave a definition on what I thought co-production was (Dalton 2015: Appendix 12) which provoked a discussion from participants of the *LiA* events. As examined in the *Understanding Co-production* section, interviewees and participants from the *LiA* events expressed how there was no clear definition of co-production by which to work with and felt reassured that someone had provided a short and concise explanation of what it was. This again raises issues over shared understanding and the need to have a shared definition or understanding of what co-production is before people start working together.

Although the third Learning event in November 2015 event was not part of the study it provided an opportunity to gather feedback from the discussion paper that had been written (Appendix 10 and 13), and to use the comments to help shape a finalized version. Bryan Collis from the WCVA and I used the collaborative nature of the event to ask people to discuss and write down their views on findings from the paper, how the information could be used and what would make the paper more effective. Feedback from this session was useful in terms of the report that was to be written on the *LiA* project as a whole, but suggestions for the paper proved difficult in terms of the time scale.

4:3:5 Understanding Evaluation

Interviewees and participants of the *LiA* events effectively saw evaluation as a way of recording evidence and measuring the outcomes of a project and reflected on the different ways that this could be done. Interviewees referred to looking at the functional workings of a project, and that evaluation has a different meaning for each person so individual reflections are just as important. Evaluation was also described as a mechanism to show that an intervention resulted in a particular set of outcomes, by identifying the key decisions that have the most impact. The question of how to identify the impact a project is having and whether it is benefitting those who matter most, arose within discussions and there emerged a general understanding that how a service is run affects outcomes. For co-production it is about being clear what the goals are and how it helps to meet them (Dalton 2015).

Discussions by interviewees around evaluation methods looked at current ways the projects evaluated their work and included evaluation

questions. Considerations of evaluation by interviewees started with a series of questions, which allowed project members to plan effectively and reflect continuously throughout. The questions began with asking; *“What do we want to achieve?” “How much effort do we need to put in?” “Do you know what you’re trying to achieve?” “Who do you need to talk to, to find out?”* and then moved on to reflecting on *“what has worked well and what hasn’t”, “What did we change?”* and *“whose strengths were what?”*.

Interviewees discussed how they would show that the project was achieving improved efficiency and a better set of outcomes. As well as being used to identify the key decisions that have had the most impact, evaluation questions could also be used to identify those decisions that have caused issues within service delivery. Discussion on evaluation methods also included timescales and when a project should start evaluating. Most project members agreed, during interviews and informal discussions at the learning events, that evaluation should start right at the beginning, so that evidence is being recorded *“as early as possible”*. This would also ensure the identification of where the project is, the people who are going to be affected and any perceived challenges or barriers that might come up.

As mentioned earlier on, interviewees admitted to projects not being as prepared in terms of evaluation planning or recording in an official capacity, but displayed considerable individual self-reflection. The only officially recorded evaluations apart from meeting notes and project templates were expressed by the *Isolation to Integration* project, which employed someone externally to provide an independent evaluation of the project in three stages. The first stage

was specifically looking at doing a literature review to identify best practice in terms of the project's main aims and the role of the local authority in relation to project aims, how the local authority and the local health board were currently using user feedback to design their services and to produce a series of recommendations based on these observations. The second stage was to look at the community ethnography part of the project and bring in suggestions from best practice to provide input into the design and delivery of the training to the community ethnographers. The final part was to evaluate and design the delivery of the training and the feedback from the community ethnographers, to provide recommendations to take forward.

4:4 Challenges and recommendations

4:4:1 Introduction

This section will set out challenges and recommendations by interviewees and participants of the *LiA* events. A table with challenges and recommendations is available based on interview data, informal discussions at learning events and the project templates. (see Appendix 14). Challenges refer to anything that is of disadvantage to a project in terms of barriers to service delivery or anything that inhibits the evaluation process. Recommendations are based on what individual people have discussed and what projects already have in place in terms of evaluation methods.

4:4:2 Evidencing Co-production

The question of how to evidence the importance of co-production arose, and interviewees expressed awareness of the link between issues on the ground and the importance of the policies and programmes that are being developed by government, public services and third sector organisations. If co-production is the best way to implement a policy or programme then evaluation should be able to evidence this, and the values of co-production would have to act as a framework towards measuring its progress. Interviewees and participants of the *LiA* events discussed the evaluation of co-production as an essential way to inform policy and practice, and to achieve this it would have to add to the transformation of a service by using methods that involve citizens in its design, delivery and assessment.

Essentially the first stage as recommended by interviewees was to gather and record information to support or inform project aims and objectives. Whilst discussing project set-up, interviewees thought that it was important to gather evidence that supported the need for a project, to identify what services are already in place, and where the gaps were in terms of service provision. Many interviewees highlighted the importance of engaging with service users and communities in this stage through various means including consultations, surveys and ethnographies. Other interviewees advocated that this stage of information recording should be more flexible in terms of how different people want to record and process evidence by saying; *“This is the information we’ve gathered; how you take that back and how you put it together in your own format is up to you”*. Once concerns about information gathering and processing were

discussed, there was strong indication by many interviewees that there needed to be an amount of preparation work during project set-up. This included mapping out the work needed to undertake the project, for example, considering timescales, impact, time and resources. One participant even suggested having a series of meetings to 'get a feel' for what is happening; *"This is a big development that'll take time so you want to get it right; you want to have all that engagement, all that big lead up"*.

As well as logistical matters, interviewees identified the importance of being aware of the historical and political context of an area in relation to the wider policy issues. But also how this would relate to the area in terms of how spending cuts to a particular service have affected the community, how different services conduct themselves, and the established model of delivery. How people have engaged with services in the past, how people feel about a particular service and what they need in terms of service provision were also prominent concerns.

4:4:3 Focusing on Co-production

In terms of co-production interviewees and participants of *LiA* events admitted that there is a challenge in maintaining the focus of a co-productive way of working, attempting to change traditional ways of working and bringing various organisations together in a multi-agency approach. Initial reflections on individual understanding of evaluation indicated that current evaluation practice was seen as an unnecessary obligation and although many project members recognised its importance, it was a widely shared opinion that repetitive over-use of different types of evaluations have given it a reputation of being

superficial rather than meaningful; *“evaluation is a mantra but to everybody it’s a bit of a bugbear”*. Despite the general sense of scepticism towards some of the current methods being used, interviewees as well as participants from *LiA* events believed that evaluation could be meaningful if done in the right way; rather than *“using outcomes flippantly”* or using *‘tick-box’* exercises to record evidence. As mentioned earlier on the chapter, there was a general consensus that the term co-production can be difficult to understand and the language that goes with it can be complex. The term co-production might be interpreted differently by different people and different organisations, therefore in order to evaluate if co-production has taken place there needs to be an agreed definition to begin with. When considering evaluation, interviewees agreed that developing a shared or clear understanding of co-production would be the first thing to consider. If the process of incorporating co-production into evaluation started right at the beginning it would enable project members in *“identifying those who are going to be affected, or should be involved”* and consider *“who needs to be at the table”* to work with *“at the beginning”*.

With regard to maintaining the focus of co-production most projects did not report any challenges. However one project member from the *Isolation to Integration* project admitted that their focus on co-production was lost through someone leaving the project, which brings into question the validity of co-production within this project and highlights the need to incorporate principles at every level to enable everyone to adopt them into their ways of working. Being able to focus is closely linked to information gathering, because you need the information that is mapped out to make decisions on the direction the project is

heading. For example if there is a gap in service provision, this could give a real indication as to the practicality of the intended work.

Interviewees indicated that being given a brief by funding bodies or coming up with a plan that is less restrictive was very important to maintain the integrity of co-production. Being given the freedom to ask open questions such as; *“who do you want to work with? What do you want to achieve? Why do you want to do this work? Where do you want to work? When do you want to do it? What resources do you have already or need? What evidence do you have of the need for this project? What services are already available? Where are the gaps in service provision? How can you widen the focus and raise awareness?”*. Some interviewees found that by having less restrictive guidelines from funding bodies and other organisations, it allowed the project and service delivery to evolve with the needs and views of those accessing it; *“We haven’t set our own objectives, there’s no memorandum of understanding about how we’re working and we’ve got no sort of outcomes either”*. Other interviewees admitted that having the free brief itself was not an issue but admitted that it was just an unfamiliar way of working. Most interviewees however felt a little uncomfortable with having such a free brief, airing concerns that it could mean that focusing would be more difficult to ascertain and with regard to the projects’ memorandum of understanding, opinions divided. Some interviewees felt that having a fixed agenda on how they were going to work together restricted their decisions and flexibility, but the majority agreed that having a shared agreement on how to work together maintained focus and provided a solid foundation upon which to function; *“You know not losing sight...that’s the important element in this”*.

Focus also referred to how a group would maintain the focus of co-production, in terms of whether and how service users and community were being involved. Interviewees felt that the integral focus should be around the community or service user experience and whether they were being heard and involved, or whether the work being done was what they wanted or needed. Concerns were raised that if the project lost the focus of the people and communities accessing services, its credibility would deteriorate and the work would no longer be viable. When asked if meeting service user and community need was a priority one project member answered, *“Oh yeah, it’s the whole point of the project really”*. Although some interviewees indicated that if a project was to be ‘truly’ co-produced then it would need to consider the professional workers on an equal basis; *“So it’s that idea that there’s lots more people’s voices out there, it’s not just the public, it’s actually professionals and how do we make sure we value their opinions as much as the service users?”*. When it came to discussing issues around the focus and understanding of co-production it seemed that, as mentioned earlier, interviewees felt that trying not to get too fixated with the formalities of the term was the best way to work. Most interviewees felt that once the general principles of co-production had been understood, that these would need to form the basis for how they deliver the work. There was also a sense of people feeling they were working together with services and users *“with a common purpose”*.

Another challenge in maintaining the focus of co-production is time. The amount of time that people have to give can be challenge when you have a variety of people who could be involved in other work, organisations or projects

and trying to coordinate busy schedules requires commitment and coordination. The general consensus of interviewees from *Cwm Taff* was that co-production requires decision making as a collective which has an impact on timescales, in that it can be difficult “*getting everyone around the table*” at the same time. As interviewees in *Cwm Taff* have identified that meetings do not go ahead if the BDA representative is not present, this could impact on project delivery and decisions that might need to be made quickly. One project member admitted that when it comes to funding deadlines, “*you have to act quickly*” and it is not always possible to get everyone’s approval on funding applications. When it comes to maintaining focus and coordination it is clear that each of the three projects within this study have a lead organisation that acts as facilitator and drives their respective projects forward. One could question whether this approach is a co-produced way of working but on the other hand co-production needs to start somewhere even if it does start with an organisation reaching out to its service users and communities.

4:4:4 Co-production Project Set-up

When it comes to co-production set-up, it can be difficult to determine what a co-produced project actually looks like because it is evident there is not a “*one size fits all model*” (Dineen, Spencer and Phillips 2013) Most interviewees and participants from *LiA* events agreed that to ensure co-production is implemented at all levels, it needs to be embedded into the evaluation framework and there is an expressed need for indicators that people can use to ensure they are moving in the right direction in terms of co-production. The *Cwm*

Taff Project have a variety of organisations involved in the core functioning of the project, and have been very explicit in ensuring that representatives from each organisation or group are represented in meetings and are included at all levels of co-production; from designing and delivering to decision making. They particularly emphasized that their BDA representative is involved in all decision making in the project, as they are an organisation where the people that work there are deaf or hard of hearing and are considered to represent the needs of the deaf person. During interviews there was regular mentioning that if the BDA representative could not make it to a meeting, it would not go ahead.

Isolation to Integration's set-up is a little less clear; there are other organisations involved as well as the lead project but it is not as explicitly expressed how they meet, make decisions and who is involved. On paper it seems to be the lead organisation making most of the decisions with regard to design and delivery. However their rationale for co-production is emphasized by their main focus on collecting evidence from people who are isolated and using that information to look at how they could be integrated into their communities on their own terms. This way of using service user and community information to support project delivery would resonate within the early stages of co-design.

The *Seiriol* Project is by far the largest in scale simply because of the number of different organisations and people involved. Due to the vast level of operations there has been a need right from the beginning to have staff from a project lead, who is taking a more coordinating role and ensuring different organisations and groups link up. This project started with an open aim, which was to listen to people living within the Seiriol ward of Anglesey to determine

what was important to them in terms of a variety of services and needs (Seiriol 2014). So as to save time on endless discussion they asked the community through various forums and discussion groups to come up with key areas that they felt were important to them, then set up task groups for each of the key areas. The task groups would then have an opportunity to meet with each other and bring their priorities and aims into the discussion. There was not so much mention on how the task groups (or communities) were represented in steering group meetings, however the project focus was community oriented in terms of design and delivery.

4:4:5 Funding

In terms of barriers to delivery and evaluation, interviewees perceived a lack of funding to be a barrier as it affected the provision of resources for people. Through not having the money to pay for a specific service or specialist professional this could have made the difference between being able to deliver certain elements of a service or not. This was a major setback for *Isolation to Integration* and a lack of resources meant there were not enough people to take the project delivery forward, which raises concerns about the purpose, which the government has set out co-production for. This particular project was resource heavy and relied on 30 ethnographers to collect information. Interviewees also indicated that projects could be limited by the guidelines set by funding bodies which would mean decisions were made at a higher level, potentially impeding the development of co-production. It was also largely considered that formalities and fixed indicators impeded rather than reinforced service delivery, therefore methods would need to be adopted that allowed projects to capture individual

experience. The methods recommended by interviewees and participants from *LiA* events were to use various ways of recording narratives and stories and open questionnaires, in order to capture evidence that is focused but more flexible than closed questions allow. Meetings and consultations were also suggested to capture direct experience and to allow for collective as well as individual experience.

4:4:6 Engaging and Involving People

The question of how to involve everyone in the evaluation also arose: *“How can you check that you haven’t missed anyone out?”* There were suggestions for action learning set methodologies *“whereby everybody’s stopping and taking time to listen and reflect and take their time to speak”*; questionnaires, which would consider individual experiences and peer support which would enable each group to get together and problem solve. Although there were many suggestions of different ways to collect evaluation evidence and to include everyone in it, everyone saw co-produced evaluation as that *“which is about having the opportunity for people who have been involved in the project to evaluate and share their experiences and learn from them to improve the project”*.

In terms of barriers to engagement, all projects experienced this on some level. When it came to engaging with service users or communities, the main barriers were mainly down to the way people were communicated with and how information was gathered. *Cwm Taff* identified in their project templates there were problems getting people to engage with survey monkey, which highlights the need to explore other ways of collecting information from, and communicating with, service users and having to adapt to how service users and

their communities want to provide information. With regards to communicating with the deaf community, as mentioned, it has been essential for the *Cwm Taff* project to involve the BDA in bridging the communication gap that is clearly prevalent.

One interviewee from the *Seiriol* project identified problems with people knowing what role they should be doing and how which highlights a greater need to communicate effectively with each other and identify how people should work together. *Isolation to Integration* developed the idea of capturing information from 'SenseMaker' (Cognitive Edge 2017), a qualitative computer programme which allows users to take stories from people as 'raw data' that can be used for various pieces of research. The project has adapted by creating a paper version that can be taken out into the community and used by trained ethnographers to gather information (Appendix 5) regarding loneliness and isolation and to determine how people want to reconnect. In theory this idea is straightforward but in practice the project has had some major setbacks; there were delays in the training of the ethnographers that could have had implications for the collecting of the information.

There was also a concern raised by interviewees with less of a professional interest in co-production that too much information was being gathered but not being used in the right way or not enough being done to answer their concerns. One project member talked about a similarity to 'consultation exhaustion' whereby people were being asked repeatedly what they wanted but felt that not enough was being done to address the issues they raised.

Issues around engagement with other organisations also arose. In terms of raising awareness and delivering training for primary care services, the projects as a whole considered it to be a success. However many interviewees raised the issue of regarding so-called rigid procedures within primary care services that appear to be less able to adapt to service user and community need. The evidence of what interviewees are saying and what project members were recording on the action templates also supports this, as there is explicit mention of members within the project having to be flexible in their approach but not from the primary care or NHS organisations involved. *Cwm Taff* interviewees also spoke about '*champions*' who supported delivery across health boards. In this context interviewees considered a champion an enthusiastic person taking it upon him- or herself to support and deliver programmes, like the one that the *Cwm Taff* project are trying to deliver, with or without support from the organisation in which they work.

CHAPTER FIVE: DISCUSSION

5:1 Introduction

This case study has focused on co-production and the challenges that arise when evaluating it. This chapter will provide a discussion that will begin with focusing on answering the first research question, what is co-production? It will then move on to discuss Cahn's four values and their relationship to co-production. Further topics for discussion include issues surrounding the terminology and language relating to co-production; issues surrounding trust, power to create change and relationships within co-produced initiatives; and structural challenges relating to organisations, their models of service delivery, funding and access to resources. Evaluation has been identified by project members as a way of recording evidence of processes and outcomes (including the *LiA Project* approach) and a mechanism for showing whether desired goals are being achieved by the projects included in this research project. A section will therefore focus on the evaluation of co-production and its methods and challenges relating to impact, *well-being* as a key measure (as identified in the literature review), meaningful outcomes and methods for evaluation including the *LiA* approach.

5:2 What is co-production?

This section reflects on what interviewees and participants of the *LiA* events said about co-production and how this relates to the literature. The working definition that I have used is that co-production is a broad term, which addresses the power relationship between citizen and 'state' in the provision of public services (Public Health Wales 2014: WCVA 2014). As mentioned in the literature review, Welsh Government have adopted this term, out of legislation created (Welsh Government 2015), as a way of bringing the third and public sectors together with the citizen and communities at the centre (Krayner 2014). WCVA take the definition a step further by saying that co-production is a mechanism for making Wales, as a country, stronger and meeting people's needs (2014). In terms of what interviewees said in relation to a general understanding of co-production and about how understandings can differ, also relates to where the literature pinpoints the challenge within the term (Durose et al., 2009); this topic will be discussed in more detail further on in the chapter.

In the literature review I have identified that for co-production to be effective, citizens needed to play an active role in producing public goods and services of consequence to them (Ostrom 1996), and although this statement was developed in the 1970's by Ostrom (Boyle, Stephens and Ryan-Collins 2008) the key principles still remain. This is shown in what the WCVA (2014) say about citizens, or service users and their communities, taking part in the active design and delivery of services, and is a concept that is being currently renewed and explored by government and third sector organisations and in academia.

Furthermore with funding for public services decreasing and demand increasing,

co-production seems to present itself as an attractive resource solution. In the findings chapter there is evidence to show that there are other ways of working and that co-production could be seen as being similar to previous attempts at engaging and involving service users and communities. Subsequently the findings also show that that co-production is a way of working that is considered by people to have the potential for change if done meaningfully. Mason and Pemberton (2008) consider this as a method based on principles that reflect the values citizens hold rather than fixed standards decided by government and policy makers.

5:2:1 What Does a Co-produced project Look Like?

Cahn's four core values of co-production have provided a theoretical structure in which to conduct this research and the biggest challenge has been defining what co-production is. As discussed on a number of occasions, evidence from this research shows that when it comes to set-up, it can be difficult to determine what a co-produced project looks like and that this can be challenge when trying to evaluate it. Interviewees stated that agreeing on a definition of co-production would be the first step, and to ensure co-production is implemented at all levels it needs to be embedded into the evaluation framework. One interviewee said that the co-production values of a project are seen as indicators that can be used as a way of ensuring what is being achieved. I have used the WCVA (2013) definition, from the literature review as a basis for looking at co-production within the projects, which is described as a relationship where *"people, services and organisations begin to share power, control and responsibility"*. I will now discuss how much co-production is taking place in the

three projects studied in relation to the WCVA definition. My interpretation from what projects say is that, idealistically, co-production is a way of working that encompasses most, if not potentially all, variants. It appears to possess the flexibility to be able to adapt to most set-ups and presents itself as a model that can work alongside other structures, however can be criticised for being too vague and not ambitious enough.

Findings from the research show that members of the *Cwm Taff* project express a commitment to work together in terms of co-productively. Given that there are a variety of organisations involved in the core functioning of the project; evidence shows that all stakeholders were included in the design right up to the delivery of services. In terms of decision making interviewees were explicit about how their decisions were made and that if one stakeholder representative could not make it the meeting would not go ahead. In terms of the voice of the service user or community, as the BDA are a service user-led organisation they represent the needs of the deaf person accessing a service. Having said this there is not much evidence to show the interactions between service user/communities and their representative, and that having only one representative could weaken the element of having the services users and communities involved. More evidence is needed to show the interactions between these two groups, however this could be partly down to not being able to interview the service user representative.

Isolation to Integration's set-up is a little less clear; there are other organisations involved as well as the lead project but it is not clear how they meet, make decisions or who is involved in the design and delivery of the service.

Evidence from interviews and project templates indicate that it is the lead organisation making most of the decisions and not much sign of involvement from service users, communities and other organisations. However their rationale for co-production is emphasized by their main focus on collecting evidence from people who are isolated and using that information to look at how they could be integrated into their communities on their own terms. This way of using service user and community information to support project delivery would resonate within the early stages of co-design, but would not go any further in terms of the sharing of power, control and responsibility. There is also an issue with having one person to drive the focus for co-production, and that this needs to be embedded into project aims from the beginning and upheld by all stakeholders.

The *Seiriol* Project is very strong in its co-design element but falls short when it comes to sharing of power and responsibility. It is by far the largest in scale simply because of the number of organisations and people involved and, due to the vast level of operations there has been a need right from the beginning to have staff from one project lead. They can take on a more coordinating role and ensure all of the different organisations and groups get together and share information. In terms of addressing the balance between leading and co-ordinating some people felt they were being told what to do and not listened to enough. So as to save time the co-ordinating project set up forums and discussion groups to come up with key areas that they felt were important to them, and then set up task groups for each of the key areas. The task groups would then have an opportunity to meet with each other and bring their

priorities and aims into the discussion. There was not so much mention on how the task groups (or communities) were represented in steering group meetings and there was also evidence to show that people were unsure of what their roles were. Their asset mapping model has been very successful in terms of identifying strong informal networks of people and attempting to listen to people living within the Seiriol Ward of Anglesey to determine what was important to them in terms of a variety of services and needs, but people still feel there is too much listening and consultation and not enough getting on with service delivery. Findings suggest that there is not one optimum shape or size of co-production.

5:2:2 Cahn's Four Values

Why use Cahn's co-production values? The literature (Boyle et al 2010: Boyle, Ryan Collins and Stephens 2008: Co-production Wales 2015: Dineen, Phillips and Spencer 2013) indicates within this research project that the key values developed by Cahn (2000) are being adopted by a number of different government and third sector organisations throughout Wales and the UK as way of working that is considered transformative. Cahn's research into an imperative, that ensured assets were utilized through mutual transactions and that represented a social justice element, is being embraced by many organisations as a standard way of working that embodies "*what people want when they tackle social problems*" (ibid 2000:23). Evidence from the findings chapter suggests that people who are more dependent on the services want transformative change and, for co-production to work, recognise that it takes time and effort. And by taking the focus away from what the service goals and outcomes are and moving towards the service recipients, this can make the process more possible and can

allow for organizations to utilize their assets in a meaningful way. Each value will now be discussed.

5:2:2:1 Assets

This section focuses on the people and resources that are of benefit to a project, otherwise considered as assets. What people from the current research said about co-production was that, everyone needs to be enabled to contribute with an equal measure, which includes all organisations and people involved. Findings from this research have shown that, asking for ideas is more sustainable than offering solutions and mapping assets is the first step in knowing what resources you have available. The ABCD model by Kretzman and McKnight (1993) has worked well for *The Seiriol Project*, due to the vast intricate networks of formal and informal organisations that already existed in the area. Likewise for the smaller scale projects like *Isolation to Integration* mapping what is already available and of benefit to each service was important.

In the literature review I have identified what an asset could be (Boyle, Stephens and Ryan-Collins 2008: Cahn 2000: Boyle et al 2010) and the interpretation that has emerged is that it is a person or thing that is of benefit to a service. Here it is not just about regarding the service users and communities as an asset but looking at all resources available including organisations and the processes they use. Findings from this research project have indicated that, if the assets are not being fully utilised, this can present challenges within the delivery of a service. Cahn (2000) argues that an asset is not: a “*throwaway*” resource that would otherwise provide a “*means to an end*” or something that is not valued in itself. What interviewees said in this research project concurs with this, and

identifies the need to involve recipients of services in the design, delivery and evaluation of services in order for it to have any meaningful impact.

My interpretation from what is being said about assets is that, in order to validate co-production, the main asset (as identified by Cahn 2000) within its values should be the person who is the recipient of the service. Although findings have also shown that co-production could not be possible without the equal contribution of all other key stakeholders being included in the process, the point remained by what interviewees said about their (service user/community) voice should be "*the most prominent*" and if not it would challenge the purpose of each project. This issue also relates to understanding co-production, which is discussed further on in the chapter. As the current research shows the approach to co-production should be "*bottom up*" which means that it starts with the citizens and communities, enabling their voice to be heard and setting outcomes based on their needs. This viewpoint ties in with the literature. Work by Boyle and Harris (2009) shows that if citizens voices are ignored, their will to cooperate deteriorates and this is due to a failure of services to utilize the skills and knowledge they possess. There is supporting evidence from the research to suggest that, although participants in the interviews identified the importance of enabling service users and their communities to participate throughout a project (from beginning to delivery and evaluation), observations of the *LiA* days and the project templates suggested this is not happening in practice. For example, there was only one service user/community representative at the events observed, and information from the project templates and interviews does not seem to focus on how projects are involving people. This demonstrates why co-

production needs to be mutual, and open channels of communication need to be present for providers, users and communities to negotiate their own way of working together and redefine the roles they play. It also highlights the importance of recognising and tackling challenges within co-produced initiatives.

5:2:2:2 Redefining Work

In this section, I discuss redefining work in the context of how people see themselves and their roles within a project. Information from project templates indicate confusion over what people should be doing and how. One example was that the town and community councillors involved in The *Seiriol* Project were unsure about what their role was, which then led to a lack of engagement on their part. Evidence also shows that people in the community also felt that setting up task and finish groups made everything seem too formal, and they therefore started to lose interest in what was happening. This is partly down to communication and a lack of information gathering from people within the community over how they wanted to work; it also may be an indication of how difficult it is for people to change from working to a set of habitual rules. Findings from this research project indicate that co-production requires adaptability and flexibility so that ways of working can be negotiated and people who are used to being given instructions need to be thinking about how they can be more flexible and how they can provide that flexibility to others. Cahn's (2000:117) work refers to his definition of "*real work*" and that it is a social construction that can be negotiated between people to ensure greater equality.

Cahn talks about redefining work so that a shift of roles to a more equal stance can take place thus creating a new way of working that engages the

citizen. In the current research, roles have emerged out of findings to present themselves in a more symbolic manifestation. This is in accordance with the literature (Blumer 1986: Bovaird, Hine-Hughes and Loffler 2011) whereby roles are seen as a negotiation that enables services to be more interdependent. By looking at roles in a symbolic way and considering each individual as the actors of their own world through meaning they place upon it, it becomes apparent that through communication and learning, people can develop new skills and redefine what it is they can do (Cahn 2000). Findings from the research show that flexibility allows for negotiation whereby people can begin to discuss issues with each other and have opportunities to become more active at shaping their responsibilities. Thus, people can engage in negotiation of services, or in other words, *'preparing the stage'* or *'setting the scene'* for negotiations to happen. In terms of what the findings say about spaces or forums suitable for negotiations, this would need to be something that is firstly recognised as an asset.

In terms of challenges however, the flexible approach to working would be considered good practice in the spirit of co-production, and in theory should be adopted by all organisations involved and with equal measure. But in practice there are challenges in changing organisational cultures, in particular in large organisations and institutions with specific ways of working and linked to specific policies and rules and regulations. An example is the NHS (National Health Service), which was described by some interviewees as inflexible in its ways of working and engaging with service users, communities and other organisations. This raises questions over the time and resources needed for change to take place, for an organization to begin to develop different ways.

Seiriol also identified a lack of engagement from the local health board and an initial lack of engagement from town and community councillors; however the latter was rectified through assisting the town and community councillors to recognise what their role was.

5:2:2:3 Reciprocity

This section discusses reciprocity as a two-way interaction that allows services and its users to communicate more effectively. I have interpreted what interviewees say about co-production and approaching service provision and delivery and compared it with available literature on the subject. Needham (2008) advocated several advantages of collective forms of co-production over one to one (service to user) forms. What interviewees said about the inclusive nature of co-production, echoed with the literature in terms of involving all organisations and people who are part of an initiative to act as a collective in the design and delivery of services (Dineen and Phillips 2013; WCVA 2014). However the evidence of this happening in practice is not present within the projects and, although there are attempts at bringing organisations and representatives together, there is still a clear divide between service provider and user. As a result there is still a need for service provider to ensure a forum in which users feel able to negotiate for the services they want. Needham (2008) stressed that once a space opens up for people to teach and inform each other, it also provides the opportunity to step into a different role if the situation allows. Evidence from the findings chapter supports the literature in referring to peoples need to empathise and understand each other's viewpoint. This kind of empathy appears to facilitate the breaking down of role definitions and the filling

of knowledge gaps that enable a more reciprocal approach. Findings from this research project enhance this observation that the two-way interaction in reciprocity is essential for communication, engagement and inclusivity.

There is also a question raised within the findings as to how much service users and communities are actually being involved in the process. The lack of presence for these particular groups of people at the *LiA* events (as identified in the findings chapter) demonstrates the divide that is still prominent between services and their users, whether intended or not. This raises a question over their involvement and whether they are being treated as equal collaborators? It also highlights the importance of considering barriers to service user and community involvement. Evidence from the current study has also suggested that there is formally an effort on the part of paid professionals to engage with service users and communities but in reality it does not go much further than the evidence that is being officially recorded and talked about by project staff members. In other words, findings show that even projects focusing on co-production are struggling and in danger of conducting a *tick box* exercise rather than delivering meaningful co-production based on the real views of the service users and their communities. It would seem that those who use the services feel that there is still a lot of effort to be made on the part of the service providers and staff to actively involve them in shaping the services that matter to them. This is in agreement with other research by Mason and Pemberton (2008), who identified the need to actively involve service users in planning and evaluation.

In terms of what interviewees said about communication being the key to engaging people, it became clear that there was a gap of understanding between

asking people what they want and being able to deliver it. There was also a concern raised by interviewees with less of a professional interest in co-production that too much information was being gathered but not being used in the right way or not enough being done to answer their concerns. A comment from an interviewee, in the findings chapter, refers to “*consultation exhaustion*” illustrates this point; it indicates that that services are, on a superficial level attempting to engage by asking people what they want but not actively involving them in the design and delivery of the services. Again there is a question over how accessible services are and how they aim to engage with people to allow them to be heard. Findings have demonstrated that there is an explicit need to facilitate opening up the dialogue between service providers and communities in order to achieve mutual support. Findings have also shown that this can be remedied by providing a safe environment where people feel they can open up and start sharing their views on the services they access. So how would the safe environment be achieved where people feel comfortable and confident enough that they are going to be listened to? For this to happen, service users and communities need to start being regarded as active collaborators rather than passive recipients of a service. Cahn (2015) referred to this as a paradigm shift whereby the way something is looked at is changed; by taking the mechanism that is of greatest benefit to a service and using it to transform service design and delivery.

There is a large amount of literature on service user and community participation, which reiterates the importance of involving people in the delivery

of services (See Bovaird et al 2015: Bovaird, Hine Hughes and Loffler 2011: Brown and Osborne 2013: Kretzmann and Mcknight 1993: Mason and Pemberton 2008: Realph and Wallace 2010). However findings from the study have shown that the large amount of talking about involvement is not mirrored by the current levels of involvement. The main groups of people who expressed the most concern about involvement in the present study were those who worked directly with service users, communities and their representatives.

5:2:2:4 Social Capital

As I identified in the literature review, Social Capital is a difficult concept to apply due to its definitions being broad and contested. This may have contributed to it not being mentioned as much as the other values. Cahn (2000:25); referred to social capital as the informal connections of people who surround service users and their communities built on trust, reciprocity and "civic engagement". These concepts were mostly absent from the research findings. My findings suggest that Social capital is not talked about as much as Cahn's three other values, this may indicate that participants were less conscious of its relevance or that there are other issues within the value of Social capital. It could also demonstrate that there are issues within my (as the researcher) understanding of the term. Issues with defining or demonstrating links to Social Capital could be partly down to the overlap with other concepts. I am referring here to concepts mentioned in the literature review, such as trust, reciprocity and civic engagement which also stand as separate terms within themselves. Findings have also connected peer support to social capital which could be identified as being part of reciprocity, which in hindsight is also part of Cahn's

(2000) definition of social capital. This is another indication that values seem to overlap, especially with social capital. This may be as it encompasses a broader spectrum of concepts than the other three values. Moreover, issues surrounding trust, power to create change and relationships appeared more prominently in the data, and seemed to relate to co-production as a whole, which did not seem to fit within the confines of social capital. In terms of what Hawker and Soanes (2009) referred to as the relationship between social and economic factors, further study would need to look at this and focus on how the benefits of social capital can contribute to economic factors. When Cahn (2000) discussed real power to create change within social capital, he suggested that relationships based on trust and reciprocity, could be used in some way to reinvigorate the core economy. This is where Social capital appears to fit the description of being an asset or resource that needs to be utilised by services and their users. However findings suggest that projects have not utilised the networks as much as they could have done and there is no mention of the recognition of the relationship between social and economic factors.

Interviewees from this present study advocated the use of co-production as a potentially transformative tool, but seem to struggle with how to put the framework into action to create transformative change. Looking at the literature relating to co-production, Cahn's values are relevant in one form or another and mentioned in a number of approaches, which could be useful tools for projects or organisations to use (Dineen and Gallagher 2016:15: Governance International 2014: New Economics Foundation 2016: SCIE 2013). Carr and Needham (2009, p.6) have further enhanced this by saying that co-production is "*not generally*

presented as a replacement for other forms of advocacy and democratic involvement”.

5:3 Three Prominent Topics and their challenges

5:3:1 Understanding and Focusing on Co-production

This section discusses understanding and focusing on co-production. As mentioned earlier in this chapter, having a shared understanding of what co-production is has been highlighted as a key factor within a co-produced initiative. Within this section, understanding and focusing extends to the perspective of the individual, language and terminology. The section also discusses the challenges of focusing within a co-produced initiative.

5:3:1:1 Terminology and Language

Findings from my research show that individual perspectives have to be made explicit and taken on board as they represent the diversity within a project/organisation. Interviewees and participants from the *LiA* events have also identified language and terminology, as an important factor when working on a shared understanding of co-production. Durose et al (2014:3) challenged the elasticity of the term co-production and see this as a limitation due to its breadth, which *“makes it difficult to establish its boundaries”*. This highlights the need for individual understandings of co-production within a project to be discussed and established before anything else can be done.

Within understanding what co-production is, terminology has been highlighted as a challenge and it is important to ask what can be done to make

things easier to understand? The challenge in this is that the language of co-production needs to be pitched at a level, which is all-inclusive. Interviewees within this research have discussed co-production, and they have concluded it is not a “*one size fits all*” model (Dineen, Spencer and Phillips 2013). But if it is regarded, as Cahn suggested, as a way of working (2000) instead of a model then it opens up the possibility of being flexible and adaptable to suit communication need. As the term co-production was coined by academics (Boyle, Stephens and Ryan-Collins 2008: Ostrom 1996), a person with a ‘*lay*’ perspective might find it harder to understand what it is and why it is called co-production. As Cahn (2000) identified the words suggest that something is produced in a co-operative way. You could forgive people’s reservations that the focus on the word ‘*production*’ could be misconstrued, as a trend towards forced labour or placing too much responsibility on the service user/community. But in this context it is important to understand the origins of what co-production was intended for (Cahn 2000). The main intention is to create a more co-operative way of working; to build on trust between service provider, users and communities and co-produce services that work better for both sides.

Furthermore, findings suggest that focusing too much on a word can lead to misunderstandings in what it means. Historically, other terms like *service user engagement* and *partnership working* are more specific but it can be argued that their aims do not possess the same depth that co-production does. Boyle, Stephens and Ryan Collins (2008:15) stated that some policies use co-production as a way to consult and involve the people and communities who use public services on a superficial level, and that without the key values of co-production

there is a danger that the idea can be undermined and subsumed by a “*utilitarian public service agenda, aimed at reducing expenditure and efficient pursuit of targets*” (ibid 2008). Co-production, if done appropriately could be a wholly transformative tool that not only engages with service users and communities, but also involves them in decision making of design and delivery of services and enables a more inclusive way of working. In the current study, interviewees have stressed that agreeing on what co-production is and what it means to everyone will need to be addressed before a memorandum of understanding of any sort is drawn up. This will need to involve any open discussion with all organisations, services users and communities involved to define what co-production means to a particular project.

5:3:1:2 Focus

Another challenge that was identified by interviewees in the current study was maintaining the focus of co-production throughout project design and delivery. Findings showed that once people have agreed on a definition they need to agree on how they are going to maintain the focus of co-production in their design, delivery and evaluation. Evidence from the present study suggests the need to be careful about having one service user/community representative on board who then becomes a ‘*token person*’ to focus on co-production. This could mean that rest of the project workers might feel they do not have to maintain the focus and that co-production is not part of their role. The *Isolation to Integration* project identified this in their project templates. Interviewees stated that co-production values need to be embedded into a projects way of working right from the beginning of a project set-up. Therefore, discussions may

need to take place about how a project is going to focus on the values of co-production throughout.

This in accordance with the literature: projects need to concentrate involving the service user or community as much as other people/organisations, ensuring that they are able to take part in key decision-making activities (Mason and Pemberton 2008). As all projects in the current research appeared to have different models of delivery the focus needs to be on the way of working rather than the way of delivering outcomes. Interviewees and participants from the *LiA* events have identified that engaging with (especially) the service users and communities on their own terms and how they are involved is paramount to co-production. However how the service is involved varies within each project, which highlights the different levels of co-production that presented. *Cwm Taff Project* stated that if the key service user representative could not make it to key meetings then they did not go ahead. Where co-production is concerned this would be considered good practice on paper as decision needs to be all inclusive (interviewees), but in reality if alternative meetings are difficult to re-arrange due to “*busy people with busy diaries*” then this could affect the speed in which decisions are made and services are delivered. Furthermore, some interviewees stressed that decisions sometimes need to be made quickly, for example, to acquire funding or a certain provision and as co-production can take time and effort it is not always convenient. This suggests that new and innovative ways of working and communication may need to be developed. Other issues surrounding funding will be discussed further on in this chapter.

5:3:2 Trust, Power and Relationships

This section discusses issues surrounding trust, power to create change and relationships within co-production, as these seem to have been particularly important in the current research findings. For Cahn (2000), the principle of building relationships sits within reciprocity and equality. Cahn stressed that for reciprocal relationships to thrive trust and power to create change need to be equal. Findings from this research project suggest that participants experience equality and power as a feeling or emotion; interviewees stressed that people need to feel “*respected and equal*” and feel they have an “*equal influence*” on things. In the literature review there is a discussion around the role of equality, and it being described as essential for building good relationships and ensuring a healthier and active society (Dineen, Spencer and Phillips 2013; Pickett and Wilkinson 2010).

Based on emerging findings from this research project, this is a topic that appears to encompass all co-production values as a whole rather than sit within an individual value. Findings from my research showed that relationships within co-produced projects are complex because of the variety of different organizations and individuals involved. If a project is going to achieve equality then inherent tensions of trust and power to create change within relationships need to be addressed. The literature and findings from the research show the inherent tensions between roles and, trust and power to create change. Cahn (2000) warned that co-production can never be wholly equal but urges that the shift of power should be as equal as possible to ensure “*some kind of parity*” and satisfaction from service users and communities that their input is being taken

seriously. This scenario could be considered a power struggle where the “*grass roots*” approach (as mentioned by interviewees) could be met in the middle by services that relinquish control by changing the way they work; from problem solvers to facilitators of finding solutions involving people and communities that access the services. The legal duty is also being placed on the services to co-operate with those persons or bodies they consider relevant, but does not place any obligations on adopting the co-production values (Welsh Government 2014). In the literature review I identify that the Social Services and Well-being (Wales) Act (2014) does not explicitly mention co-production, but refers to co-operation and partnership as specific terms. This might suggest that the implementation of (specifically) co-production poses a moral obligation rather than a legal one, what other mechanism would there be to ensure co-production is used? Furthermore Welsh Government (2014, 2015) has advocated co-production as a particular way of working that might suit the service provisions needs of today, but by not including it in the act could mean they are open to other ways of working in the future.

Findings from the research have also identified the need for flexibility within organisations to adapt to the needs of the people and communities accessing the services. Cahn (2000) and Hopper (2003) referred to resilience within service user communities, which suggests toughness that it is based on the amount of trust and reciprocity present. The question arises; how can resilience be addressed within the relationship between service providers? The findings suggests that each person group (as identified in the methods chapter) needs to demonstrate flexibility in order to change, but steps need to be taken to

ensure that their resilience is not exploited by any one group. The general pessimism by project members in the current research about initiating real change raises the question over whether it is a challenge that can be overcome. Furthermore the literature (Cahn 2000; Brown and Osborne 2013) referred to the service users in the current delivery model as passive recipients, if this is the case then they are (as implied in the available evidence) implicitly trusting service providers to deliver services for them.

I identify within the findings a challenge of moving from the traditional top down approach to working that government bodies and service providers are used to work to where people have less influence over how things work. If the power to create change is going to be shifted towards those accessing services then this needs to come from the top in a way that is reciprocal and regains people's trust in service providers. There is also a hope for the *grassroots* approach to be recognised and utilised. Furthermore, people have become used to being passive recipients therefore to change them into active participant requires energy and enthusiasm from those in the service provider organizations to offer opportunities for and encourage their input and reassure people that their input counts (Mason and Pemberton 2008). In line with what is said in the literature in relation to power, interviewees and participants from the *LiA* events say that power to create change needs to be more equal but highlighted challenges to achieving this. The first step that was suggested was to actively listen to the needs of the people and communities accessing the services.

What is the source of power to create change within the core economy that public services do not have? Cahn (2000) asserted that it is strong and

meaningful relationships, based on trust and love. Kretzman and Mcknight (1993:9) referred to the relationship drive, whereby one of the challenges faced by people who are involved in rebuilding communities is they need to look at constantly building and rebuilding the “*relationships between and among local residents, local associations and institutions*”. Interviewees recognized that building relationships were important and “*had an impact on what [they] were trying to do*”. As relationships grew with each other there was a sense from some of the interviewees that they were getting to know and understand each other better. As relationships are considered reciprocal in co-production, and trust is closely linked; then trust must be reciprocal. Carter and Weber (2003) recognised two characteristics of relationships based on interpersonal trust, which are “*emergence*” and “*voluntary*”. Emergence focuses on how the relationship came to be through interactions and situations, and the voluntary aspect focuses on the fact that friendship is a choice. Wright (cited in Carter and Weber 2003:4) identified friendship as a relationship involving “*voluntary and unconstrained interaction in which participants respond to one another personally*”. Emerging findings from the research suggests that, if co-production is going to work then relationships need to be built and fostered as part of the co-production framework. .

5:3:3 Structural Challenges

This section discusses structural challenges relating to co-production. Structural challenges include issues such structures of organisations and their models of service delivery and the way funding and resources are allocated and used. Evidence from this research project suggests that if relationships need to

be flexible enough to sustain good working interactions, then the structures that surround those relationships also need to be adaptable to account for change (Boyle and Harris 2009). Luhmann (1979) interpreted relationships as ever changing and evolving and that in order for them to last that the individuals needed to be adaptable to meet the adjustment. If there is a barrier to stop an individual from changing, for example an organisation that imposes rules and regulations on the way they work, or a funding body imposing stipulations on recipients, this could affect their ability to build and sustain meaningful relationships with people. Evidence from this research suggests that one way this could be addressed would be to embed the values of co-production within the delivery framework, to enable them to build good working relationships with people within the boundaries of their roles.

5:3:3:1 Structures of Organisations and their models of delivery

Is it about changing people's behaviour, tackling structural disadvantages or both? One could contend that people who have become used to a certain way of working and a specific model of delivery would need to change their behaviour, but this would be very closely tied in with the organisational structures and the wider policy context, which may hinder the possibility of change. Having a very structured way of working is a disadvantage in co-production, as it requires an individual or model of delivery to be adaptable in their/its approach. Having established rigid organisational structures may hinder looking at individual perspectives and changing practices that the literature and interviewees have spoken about; being able to move away from

service delivery to gather information that is more meaningful those involved in co-production.

As mentioned briefly in the asset recognition section, findings from this research project suggest, large organisations are less open to change and struggle in the first instance to be as flexible and accessible as co-production would demand. Findings here also suggest that this would need transformation that would start with a shift in organisational core values, policy and structures that would reach out to all aspects of the organisation. Organisations with strong structures are government bodies and public services; third sector bodies tend to be more flexible. Evidence from this research suggests that the larger the organization the less flexible or receptive enough to change it is likely to be. This is partly down to the amount of people that work for it and their ability or willingness to change, but mainly down to the established way of working that has been embedded into its structure over time. Having said this there is evidence within the literature that paid staff in organisations need to be enabled to question their current practice and work in different ways (Boyle, Slay and Stephens 2010). There also seems to be a link between organisational ability to change and its responsibility in terms of demand. From a policy point of view, findings indicate that the more demand that is placed upon a service, the more people expect from it. This is reflected in the legislative rules and procedures that are placed upon or adopted by the organisation, which allows it to function within its remit, but essentially hinders its ability to become as responsive to change. Bovaird (2007) referred to the need for complex systems to be adaptive in order for co-production to occur. Apart from this, there is not much within

current literature that discusses the structural perspective in relation to co-production, and therefore this presents itself as a gap that needs to be addressed.

In the literature review I identify a functionalist approach to structure when looking at roles within a society. Parsons (1951) argued that roles were defined by repeated behaviours or actions that became entrenched as a rule or *norm*. The *norm* dictates that someone acts within the accepted and expected rules of the role they fulfil. In co-production this would not apply, as roles would require redefining and the *norms* and expectations of that role would also need to be redefined. However, findings from my research imply that having fixed indicators can cause problems when flexibility is required and there is a need to adapt to individual circumstances. What an organisation or its rules consider the *norm* might not reflect what an individual considers as acceptable. Being outside the *norm* might therefore be seen as a deviation from acceptable rules and a problem that needs solving. As mentioned earlier on in the chapter, findings from the research suggest that those who make the rules need to move away from a functionalist perspective of looking at people and communities as problems to be solved and move towards regarding them each with their own goals and aspirations.

5:3:3:2 Funding and Resources

Interviewees from this research project have identified funding guidelines as potentially challenging to co-produced projects as rules and set outcome indicators for funding can impede the implementation of the values of co-production; in other words, decisions may be made elsewhere, that are not inclusive. Within the literature there is a lack of research focusing on funding

bodies and streams and how this can be a potential challenge in co-production. Some interviewees from the projects highlighted the clash between the ideals of co-production and the reality of funding; limited timescales and guidelines are the main inhibiting factors. One interviewee talked about bid writing for funding and that sometimes “*you have to act quickly*” in order to get a bid in. This could be a potential barrier for a project who wanted to work in a collective co-productive way as making decisions about what funding to get for which services, would ideally need to be decided by the group. The potential pitfall in this is that decisions, as identified in the findings chapter, can take time if a project is trying to get everyone together in a meeting or contact everyone individually therefore innovative approaches are needed to ensure decision are made in an efficient way. Likewise with other resources, working within a collective to make decisions about how to utilise those resources could affect the time it takes to get the resources mobilised and fulfilling a particular need.

Co-production is considered a potential model of service delivery that saves money (Brudney and Jeffrey 2014), but what are the consequences of replacing one resource with another? And if co-production is meant to be an answer to a lack of money, what happens if the money runs out, co-production has been adopted and a project has not established sustainability? Cahn (2000:ix) maintained that the cost of people’s time is something that is valued separately from economic measures. However as it is the “*invisible economy*” “which needs to be protected from exploitation and depletion, it cannot be relied on to solve all economic problems; in other words you cannot altogether replace money with people, money is still needed. There has to be an agreement that

ensures people are not exploited as an alternative to appropriate funding but utilised for their knowledge and experience of being a recipient of a certain service. As identified in the findings chapter, co-production requires time and if people's time is of real value then time needs to be considered an important resource to project function and needs to be factored into an evaluation. Projects need to plan time to co-produce, and factor in the time it takes to complete tasks or deliver certain parts of a service. Time also needs to be considered when looking for other resources.

It is difficult to discuss resources without bringing an economics perspective into the discussion. With regards to costs it can be difficult to separate what was spent and what was saved, and timeframes also make a difference to this. Research by the Social Care Institute for Excellence (2016; page) looked at this issue and establishes that *“Organisations, programmes and projects that use co-production have a complex and dynamic nature, which makes it difficult to assess their costs and benefits”*. They stressed that one of the significant arguments about the economic benefits of co-production is the *“potential returns”* from a perspective where the main focus is prevention and on early intervention. Evaluation approaches can include a cost/benefit element but as discussed these can be very difficult to calculate. None of the projects included in the current research included an economics perspective..

5:4 Evaluation and its challenges

In this section I discuss evaluation and its challenges and will start by deliberating what form evaluation can take within a co-produced project. I will also look at evaluation in relation to impact, as the National Outcomes Framework (2014/15) states that *well-being* is a key measure this will also be discussed, followed by what is meant by meaningful outcomes. The section will then discuss methods of evaluation including the *LiA* approach and finish off with providing questions for evaluation that have emerged from the findings of this research.

5:4:1 How is a co-produced project evaluated?

A question that arises from the findings points to evaluation of co-production and whether it is essential to inform policy and practice? Evaluation looks at how a programme is supposed to work and then interrogates it (Pawson and Tilley 2004:2), therefore evaluation should be able to evidence if and how co-production is taking place and allow developing a judgement as to how co-production is working (outcomes). However, importantly, findings from this research suggest that projects need to ensure that co-production values are embedded into the evaluation framework, right from the beginning. In other words, the evaluation of co-production should take place in a co-productive way. This obviously poses a number of challenges (as illustrated by the paucity of literature on the evaluation of co-production).

As discussed on a number of occasions it can be difficult to determine what co-production looks like as there are a number of different things to look for. This is where the evaluation would come in as it would enable a project to

identify its goals right from the beginning and use these to measure what is being achieved or not. As mentioned in the findings chapter, there was not much evidence in terms of officially recorded evaluations apart from project templates and the official evaluation carried out by an external source for the *Isolation to Integration* project. In terms of evaluation, the purpose of the LiA project was to assist co-produced projects in developing evaluative practices and enable them to use these practices to improve their services and, in terms of co-production, their ways of working. The project templates were designed as a tool but were not flexible enough to allow for projects to come up with their own questions or identify how co-productively they are working. Despite this however, interviewees and participants from the LiA events demonstrated a high level of self-reflection by asking a number of questions and identifying gaps and possible pitfalls that would enable a project to work more efficiently. These questions, and others asked, would need to be captured in the evaluation process to identify how a service is doing and what could be done better.

Cahn (2000:31) addressed this issue by describing co-production as a framework designed to realize the four values that spring “*from an observation that something is missing in social programmes*”. The framework was intended as standards or goals that would be flexible enough to fit around current delivery models and help organisations focus on the “*contribution that the ultimate beneficiary must supply in order to achieve the end result*” (Cahn 2000:31), that being the input of the service users and their communities. Although other values have been identified, Cahn’s four values have been beneficial to this research project, as they have provided a basis for the development of my

research questions, and as a basis for identifying co-production. The evaluation of co-production values has been developed further by others such as Public Health Wales and Co-production Wales (2015: Dineen and Gallagher 2016:15). They have developed an audit tool that presents “*critical learning questions based on the core principles of co-production*”, some of which are similar to the questions developed based on the current research findings (see table 8). The tool looks at an asset based approach, developing peer support networks and social capital, focusing on personal outcomes and what matters to the individual, building relationships in terms of equality and reciprocity and working in partnership with the people who use services as catalysts for change.

5:4:2 Impact

As the question of how to identify the impact a project is having and whether it is benefitting those who matter most, arose within discussions, it is about being clear what the goals of co-production are and how it helps to meet them (Dalton 2015). If the evaluation of co-produced initiatives is about showing the impact of co-production, it would need to evidence the impact a project is having within the community it operates in and on the lives of its services users (Better Evaluation 2015). Interviewees in the present study support this by recommending that co-production would also need to ensure that the impact or change is one advocated by the community in which the service or project operates and the people/communities accessing the services. In other words evaluating if co-production has taken place and evaluating it co-productively. Glasman and Nevo (1988) asked: how can one identify value or significance of a co-produced initiative? In co-production, one way of identifying what is of value

could be through a focus on the four core values. In other words by using the co-productive approach, the focus would be on the priorities of those accessing the services and all involved in co-production, which in turn could become the priorities of the service. There is some evidence from the findings to support this perspective and, as mentioned earlier in this chapter, interviewees in the current research project suggested that if people accessing services and their communities were not involved then it would invalidate the purpose of the projects.

5:4:3 Is Well-being a Key Measure?

Well-being has been identified in the literature review as a key measure of people's health and happiness (Mason and Pemberton 2008: Welsh Government 2016) but how can this be considered in practice? The Social Service and Well-being (Wales) Act (2014) identified *well-being* in eight key areas. But as co-production is meant to focus on those participating in co-productive activities and their negotiations, then any *well-being* measures need to be flexible enough to incorporate what they (the person or community accessing the service) consider as *well-being* and be able to demonstrate this. *Well-being* definitions, terms and language also need to be addressed. Furthermore if *well-being* outcomes were used as a key measure then they would need to be an adaptable framework that enables autonomous perspectives.

Are the values that co-production holds (especially Cahn's) in line with the *well-being* outcomes? If so, do we need an established model of delivery? As co-production has been identified by Cahn (2000) as a way of working instead of a framework, then it could be argued that there is a possibility to incorporate the

co-productive way of working into an already existing framework or model of delivery. As interviewees from this present research have identified that co-production is not a model of delivery that looks the same in each project, therefore the way of working (co-productively) needs to be flexible enough to adapt to project size or set-up and allow the co-productive nature to shape a way of working that best suits each project respectively.

Also with respect to the malleable nature of how co-production is understood by each individual, findings from this current study show that a shared understanding has to be agreed which would also mean being open to the different perspectives of what *well-being* means. These will undoubtedly differ from project to project (or service to service) and person to person, and need to be embedded into the delivery model to ensure everyone is working towards the same aims. Findings from this current research also suggest that one approach could be a number of guidelines or questions that allow people to reflect on the co-produced nature of their service/project. These need to be flexible enough to ensure that individuals and groups can discuss their own understandings and work out individual roles whilst being based on the co-production values.

5:4:4 Meaningful processes and outcomes

This section looks at processes and outcomes in terms of the consequences of the evaluation of co-produced initiatives. How can meaningful evaluation be achieved? Interviewees in the current research identify that projects are validated or given meaning when the perspective of the service user or community is considered. The literature (Dineen, Spencer and Phillips 2013) also pinpoints meaning to something that captures individual experiences and

uses those experiences to shape a service. Others refer to how those experiences are collected and that more needs to be done to ensure a more qualitative approach is taken to ensure that individual experiences are considered (Mason and Pemberton 2008), therefore is about service users and communities being involved in: planning, conducting and analysing the evaluation. Evidence from the present research concurs with the literature that more needs to be done to capture the perspectives of the recipients of a service, and those projects and services need to know how to respond to them. In the literature review, Mason and Pemberton (2009) addressed the challenges of asking services users for their experiences and suggest that these experiences are seldom acted upon. This is a narrow perspective on meaningful evaluation, and as impact has been discussed it is also important to note that evaluations appear to about process and outcomes. Projects have identified the importance of using processes over outcomes, as identified in the findings chapter. The *LiA* project templates have been identified as useful to project members to see what works and what does not work and allow for adjustments to a project. Likewise, other ways of evaluation mentioned in this chapter seem to concentrate on the process as well as the outcome.

Findings from this research show that the recording of information and what type of information to collect for the evaluation should be decided with people and their communities. The projects in the current study used a range of different ways of collecting information; for example, collecting stories through ethnographies (*Isolation to Integration*), post-it note boards (*Seiriol*) and collecting evidence of meeting and what people have said (*Cwm Taff*). There

should not be a universal approach, which could potentially cause barriers to the participation of different people, groups or communities accessing a service.

There is a large amount of research literature documenting different ways of engaging people, and the literature review has addressed a few of them (Bovaird 2007: Bovaird, Hine-Hughes and Loffler 2011: Boyle and Harries 2009: Boyle et al 2010: Boyle, Boyle, Stephens and Ryan-Collins 2008: Dineen, Spencer and Phillips 2013: Dineen and Gallagher 2016: Mason and Pemberton 2008: New Economics Foundation 2016: WCVA 2013, 2014). Findings from the current research suggest that a qualitative approach with open ended- questions is very positive although it is important to document other approaches as they might present a different set of findings. This demonstrates the importance for projects to be flexible in their approach and that this is worked out as a group. This would be dependent on many factors, mainly the balance between what information is needed and recorded, by which method and by whom and how is it going to be used.

The co-productive approach could enable and support open dialogues to ensure that everyone is able to input in discussions and action surrounding design, delivery and evaluation of services. Once this has been established, evaluation can be used to identify the process of co-production, changes in project/service delivery and outcomes and what decisions have led to them. Interviewees from the current project have stated that recording information in a way that identifies what key decisions have been made and by who are important.

Who decides what a good outcome is and when something has worked? When it comes to decision-making within co-produced projects and services, the evidence suggests that it is about getting a mandate from people to deliver a service in a way that best suits them. However tensions between different people and organisation could make the negotiation more challenging, due to different perspectives, opinions and agendas. How people are included in the decision making process needs to be flexible to ensure that people are being involved on their own terms and that there is a balance. This refers to the danger of exploitation; that service users and communities could be exploited in some way, and not engaged and involved sufficiently and to their satisfaction (Cahn 2000). And, as mentioned previously, evaluation should equally be about process as much as outcomes,

5:4:5 Methods of Evaluation

The literature has looked at different ways in which co-production can be evaluated. For example the co-production star (Governance International 2015) set out a model for delivering co-produced services, which can also be used as an evaluation tool. Another tool that has been used is the Co-Production Self-Assessment Framework (New Economics Foundation 2016), which is a working reflection tool for practitioners that has been developed as a check list for progress towards complete co-production. In the literature, a ladder of participation is also presented by the New Economics Foundation (2016), and Dineen Gallagher (2016) as a pathway towards co-production, this again is a checklist for practitioners to use to enable them to recognise the different stages of co-production. In the third *LiA* Event in November (which was not officially

part of the study but one which I attended for collaborative feedback on the discussion paper I had written [see appendix 14]), one of the participants suggested a spectrum of engagement whereby projects could analyse how co-productive they are. The literature also mentions three levels or stages of co-production (Co-production Wales 2015; Carr and Needham 2009): descriptive, intermediate and transformative stages. This also ties in with the suggestion of the four phases of co-production; co-design, co-deliver, co-commission and co-evaluate (Governance International 2015). These different suggestions and approaches can act as frameworks that can (and do) include Cahn's (2000) values as a way of ensuring a progression towards a more meaningful and collective form co-production. Evidence from the current research suggests that co-production was understood differently within each project and influenced by size and set-up. However, all display Cahn's four values to varying degrees.

There is also a debate of independent versus collaborative evaluation as identified within the research findings. The evidence from the research suggests, in keeping with what has been discussed in the literature by Needham (2008), that the advantage of an independent evaluator who can step outside of what is happening and cast a more critical eye over operations and procedures. However, evidence from interviewees and participants from the *LiA* events suggest that this takes the process away from the co-productive principles of including the service recipients in the evaluation of services. This also poses the question of whether those accessing services are being involved in the design and delivery of the project aims. As mentioned earlier on in this chapter, there is evidence that indicates that there is not enough involvement of people and communities at the

different stages of the projects. With some of the projects in the current research the aims had already been decided based on a response to evidence, and the service is only *really* being involved at the stage where evidence is needed to support the project. The other way of looking at it is that the project aims appear to be responding to a need, but how the need is addressed seems to involve the people and communities on a design level rather than progressing to the stages of co-producing or evaluating. The literature does acknowledge the lack of approaches that draws upon users and communities when evaluating co-production (see for example, Mason and Pemberton 2008) and that approaching it from a co-productive way is likely to enable a more meaningful process. According to what people say in the current research, the collaborative approach to evaluation provides an opportunity for shared learning and enables people to help each other. The collaborative aspect would also fall in line with the co-productive principles of involving everyone in all stages of the process from project setup to delivery of services.

5:4:5:1 The Learning in Action Approach as a Method

The *LiA Project* has been a method of evaluation that is based on the collaborative approach. The literature advocates action learning as a possible method of evaluation and for co-produced projects; it provides a method of inquiry that enables the alternation of inquiry and action (Munn-Giddings and Winter 2001). As the *LiA Project* has been the main context of the case study in which each project is taking part, I have set out some challenges that have been identified.

WCVA and Public Health Wales being funding bodies impose potential restrictions on the co-productive element of evaluation. The *LiA* agreement (Appendix 1) has set rules, which have not been co-produced by the projects and their paid and unpaid staff, service users and communities involved, therefore represent decisions that have been made at a different level. It contains a definition of co-production, which (as identified in the research findings) needs to be much more flexible as well as something that can be decided by all participants, and may have differences and similarities depending on each project perspective. The agreement is a fixed memorandum of understanding and it is unclear who was involved in drawing this up and if this has been co-produced. An agreement like this may need to be flexible enough to change as projects progress and change their aims and objectives.

LiA Project templates contain a series of questions, which are meant to act as a reflective tool that enables projects to identify strengths and weaknesses, any decisions that are being made, and the impact those decisions are having on service delivery. However the questions for evaluation have already been set out for projects, do not account for what projects consider relevant in evaluation and do not contain questions that includes the values of co-production as identified by interviewees and participants of the *LiA* events in relation to Cahn's values (2000). Some project members and participants from the *LiA* events, also saw the templates as unnecessary paperwork and people were concerned with duplicating work.

The *LiA Project* has been identified as an opportunity for collaborative learning in evaluating co-production. However it is not a co-produced project

itself as it was set up by two organisations with an attempt to engage co-produced projects to take part. As the *LiA* project, and respectively each project taking part had also mainly been set up by organisations there are questions over whether the people and communities were involved in the process and at what stage(s)? Observations from the current research show that the attendance of services users at the learning events was poor with only one service user representative in attendance; this raises questions over the co-production of the collaborative learning events. This may be a reflection of the challenges encountered when trying to set-up co-produced projects and services.

The Action Research approach is only one method of evaluation (McNiff 2013) and other approaches may be more suitable to different projects and/or different groups of service users. There is also a question of how the action research cycle would include the co-production principles? Based on findings from the current research, I have developed a number of questions that projects and services can use to plan, implement and reflect on their level of co-production. The questions would also sit alongside (or could be incorporated into) other evaluation methods used by projects or other organisations.

5:5 Conclusion to the chapter

This chapter has provided a discussion of the literature and research findings and included Cahn's (2000) four values and three main topics that have arisen from the research findings, and issues surrounding evaluation methods and challenges. The next chapter will provide a more detailed conclusion for the

thesis as a whole, which will include policy and practice recommendations, final thoughts on co-production and issues surrounding evaluation.

CHAPTER SIX: CONCLUSION

6:1 Introduction

This final chapter will present critical reflections on the study and take a closer look at policy and practice including any recommendations. It will present any final thoughts or question in relation to the challenges of evaluating co-produced initiatives. The main research aim was to provide an independent view of the challenges of evaluating co-produced initiatives and conduct a case study, which would provide further insight from people who are currently involved in co-produced projects in Wales. The thesis aimed to provide a transparent intention of methods and a look at the literature, which would support a framework for the data collection, analysis and discussion.

6:2 Critical reflections on the study

The fact that the research topic was already set out was a benefit for myself as a researcher and the potential impact path my research would have. Working with the WCVA and Public Health Wales meant that the company partners already had a clear view of what they wanted out of the research but, at the same time were happy to negotiate and be flexible to a certain extend. The research was also identified as being important by WCVA and Public Health Wales therefore has more potential for impact with the results more likely to be fed back to projects in order to inform their practice. Outcomes have also been produced in terms of a discussion paper and project summary (Appendix 10 and

14), and participants of the *LiA* group have had a chance to discuss it and provide feedback.

I was very lucky to have a good working relationship with my project partner representative from the WCVA (BC), which enabled discussions to be honest and productive. Myself and BC worked closely together to come up with three research questions, which best fitted the requirements of the organisation and were open enough to allow flexibility in the results. I outlined the approach in my methods chapter in order to be transparent. I started this Masters project with not much confidence in my abilities and limited experience with research projects. At the start, regular sessions with other students helped me develop my presentations skills and develop my methods. Regular contact with the company partner (BC) ensured that I kept on track with developing my research methods and conducting the research.

Because my experience with a research project of this size and scale was very limited, I was very happy to utilize the resources I had available to me. I relied heavily on the experience from my university supervisors (AK and PC) and company partner (BC) to provide feedback and guidance on my methodology.

The case study method was used for this research project and on reflection; it was a satisfactory method to use because, as mentioned in the methodology chapter, it allowed the research questions and data collection methods to be more open and flexible. Conversely the limitations for this method are that it is harder to generalise findings from a case study to a wider population (see methods chapter); there were also only three projects in the study and nine interviewees, only two of them being in the category that truly

represented the voice of the service user and/or community. This was due to limited time and resources. However, information from other projects was available during the *LiA* Meetings. Further research is needed, looking at a wider range of projects.

Interviews were a challenge to organize because people were very busy and reluctant to commit the time. It was originally planned that I would visit projects and conduct interviews face-to-face. This would also have given time for observation. However, because of the limited time scale of the project and people's commitments, some interviews had to be conducted over the phone and less time was available. This means that possibly less rich data was collected

The data analysis chapter was very hard to plan, as I did not have any experience of analysing '*raw data*'. The nature of the design however, allowed it to evolve and change as findings emerged. It was also a challenge in working out how to report what people said so as not to break anonymity. I had to therefore reflect carefully on the findings and be mindful when picking quotes.

In terms of the research methods, an ethnographic element might have captured the more informal conversations taking place around co-production. Because the interviews were relatively formal, it could have affected what people said, as they knew they were being recorded. There is also an element of the participants knowing that people were 'evaluated' on their co-production. They also had some funding for their projects and knew that I was working with WCVA and Public Health Wales. As part of the research I observed the *LiA* events, and some of the more informal conversations taking place were much more open

and honest and, with more focus placed upon collecting this type of data, it would have provided a richer view of what people really think of co-production.

6:3 Looking at Policy

As mentioned earlier, it is claimed that that the Social Services and Well-being (Wales) Act (2014) is based on co-production values (Dineen, Spencer and Phillips 2013). However a closer look shows that only certain elements of the co-production values are actually incorporated into the act, mainly co-operation and partnership (which are similar but individual terms), which highlights the need (if government and public service organisations are serious about using it) to further incorporate co-production within legislation. NHS Wales Prudent Healthcare strategy (Prudent Healthcare Wales 2016) also claims co-production to be one of its core elements, however defined it as “*public and professionals [who are] equal partners*”. This research shows that partnership is a different term in relation to co-production, and that further research needs to be done addressing terminology and language (as pinpointed in Durose et al 2014). Evidence from the current research shows a clear divide between what organisations are claiming to do in terms of co-production and what is actually being done. This shows a strong need for further evaluation of co-productive practices within projects and organisations, and to fully engage the services users in the design, delivery and evaluation of services.

One could argue that the main question from a government perspective would be whether the Social Services and Well-being (Wales) Act (2014) is on

the way to achieving its main aims to save money, transform social services and increase and maintain the *well-being* of its population? But the main question from a co-productive perspective could be; is the Act enabling the voices of the citizens and communities (otherwise known by Cahn 2000 as the core economy) that access public services to be heard? Are actions taken based on those voices? And are the policies surrounding the act including citizens, communities and professionals in the design, delivery and evaluation of services? With continuing government spending cuts (Hutt cited in Wheeler 2015) and the UK electorate's decision to leave the European Union, potentially taking governments and third sector organisation funding with it (Rhys 2016), organisations are going to have to look towards resources other than money to help sustain services. Another issue with funding is, because it is usually for a set time period, many funded posts within public services and third sector organisations are temporary to reflect the time period. This poses a question as to whether staff can (and have the time to) commit and deliver the programmes that have been set out – apart from the relevant skills and time to develop those skills? As identified within this research, time can be a potential constraint in co-production. Evaluation is a method of enquiry, which enables organisations to identify challenges and gaps within its services and consider its approaches. Evaluation would also provide feedback as to whether co-produced services and projects enabled changes and how the changes are being made.

Based on the findings of the current research, the following policy and practice implications can be drawn:

- The legislation is a push in the right direction in placing a duty of co-operation and partnership on the relevant services but does not fully commit to using the co-productive principles as a whole. To maximise the implementation of co-production it would need to be specified for the purpose of health and social care delivery in statutory policy in Wales.
- More needs to be done to ensure organisations are committed to the needs of the services user rather than their own prerequisites. This can be done by moving away from rigid aims and objectives and have outcomes that are much more flexible and adaptable to people and communities who access a particular service.
- The Social Services and Well-being (Wales) Act (2014) states a provision for how citizens voices can be heard, and the WCVA recommend that *well-being* outcomes should include a duty on Welsh ministers to enable citizen's voices in its outcomes (WCVA 2014). The Act also needs to have provisions to ensure that co-production values are being met and that ultimately, the professional as well as the citizen's voice is the most prominent.
- Policies need to ensure that co-production values are not being exploited solely as an opportunity to save money but an opportunity to gain knowledge and empower citizens to make their own choices and ensure jointly professional and citizen produced services.
- The evaluation of co-produced initiatives needs to fully include the service user and community voice in the identification of challenges as well as identifying the parts of the services that are working.

- Structural challenges need to be identified to enable organisations to become more adaptable to change.

6:4 Practice

Current practice methods for the evaluation of co-production vary however there are a number of different resources available for projects or organisations that want to evaluate how co-productive they are or when to be co-productive. For example, Co-production Wales (2015) and The Co-production Practitioners Network (2015) provide resources in Wales; they are made up of a network of organisations, and people and practitioners using co-production. It is receiving growing support from government organisations, and aims to provide supported learning and evaluation and raise the co-production profile in Wales. There are many other resources available for projects and organisations to access, and to name but a few organisations who provide information; NESTA , Social Care Institute for Excellence (SCIE, Governance International, New Economics Foundation, WCVA, and Public Health Wales (see literature review).

6:5 Concluding section

6:5:1 Is co-production 'the answer?'

One question that has been on my mind throughout this research is whether co-production is the answer to public service reform? The literature suggests that co-production is not a remedy but the growing interest stems from the idea that policy making should no longer be a top down approach and has the

“potential to reduce the costs of service provision whilst giving more autonomy to frontline user” (Needham 2015:229; Carr and Needham 2009; Bovaird 2007). Co-production also presents itself as an opportunity to introduce a new way of working to statutory services and move away from the traditional *“patriarchal approach to one of working **with** and enabling care rather than providing **for** and doing **to**”* (Public Health Wales and WCVA 2015). This research project suggests that there are major barriers to this process; one of the main ones being people’s ability to commit and deliver the change that co-production could potentially deliver. Carr and Needham (2009:15) maintain that *“co-productive schemes require secure funding and organisation support but also need to be independent”* and strongly recommend that, *“the temptation to create yet another category of potential professionals to make co-production happen”* needs to be avoided.

6:5:2 Is co-production sustainable?

Welsh Assembly Government (2011) recognise in their framework for action that funding is tight and there is a need to access further resources to support sustainable health and social services. Cahn’s book *No More Throwaway People* (2000) advocates that the resource is the people, otherwise known as the *“core economy”*. He claims that in the throwaway culture of service delivery the core economy is not being utilized enough therefore could be seen as the *untapped* resource in co-production. Compared with renewable energy, which is a natural and constant source of power that is vastly underutilized, people and communities could be seen to have the same value. If you harness the knowledge and experience of *civil society* it would provide a good source of power to create change that could be the key to restoring the health and social sector. Also if co-

production is going to be truly sustainable it would make sense for large organisations to incorporate this into their delivery structure. That way, individual members of staff would feel more supported in their legitimacy, which increases the likelihood of programmes being delivered more easily with the support of the institution. This idea seems to be supported by large public sector and government organisations (Welsh Government 2014, Dineen, Spencer and Phillips 2013) therefore in theory should work. But without a robust evaluation basis that includes co-production, challenges and setbacks, this might not be as easily identifiable.

6:5:3 Final Thoughts

Co-production is considered not to be a “*one size fits all model*” (Dineen, Spencer and Phillips 2013), and this research shows that co-production needs to be a way of working that does not have fixed *norms* or rules but is rooted in values that enable services user participation (if they so wish). The value basis also allows flexibility in design and delivery, and a move away from fixed *norms*. Co-production could be seen as a way of working that challenges rigid structure and rigid *norms* of organisations, breaking down barriers between services and their users and allow people to work together in a more reciprocal way. In terms of access to services it is also about communication needs; it is important to state here that British Sign Language (BSL) is a recognised language in itself and that it is not appropriate to assume that someone who uses BSL will understand English or Welsh, even if they can hear or lip-read; therefore it is wholly important for someone using BSL to be treated in their first language.

In reality organisations need to ensure they are actively engaging with people and allowing them to be part of service design and delivery if that is what they want. As mentioned previously, the literature (Cahn 2000: Mason and Pemberton 2008) pinpoints that in order for a service to work effectively it would need to have the input and feedback of the recipients of that service, and be able to demonstrate that the involvement of service users and/or communities is achieving the desired objectives. However as findings from this research project show that there is a lack, from the part of the projects, to fully utilize the experience of the informal networks of service users and their communities that are available, this would be a significant challenge in the design and delivery of services. Furthermore, to allow for the principles of co-production, organisations need to work out and agree their own definition of what co-production should be with all relevant stakeholders. This would also account for ownership and buy-in from people. However organisations also need to ensure that everyone knows and sticks to the agreed definition and approaches. If changes are needed, everyone needs to be involved in the negotiations. Agreeing on goals for co-production is a challenge for everyone involved as there may be tensions between individual and collective goals. Agreeing on priorities for co-production with all relevant stakeholders should be an early step.

In a recent speech at the Co-production Wales network launch, Edgar Cahn (2016) said that as human beings were “*hard wired to look after each other*” which Cahn interpreted as an inherent behaviour that has embedded itself deep into human nature. Whether this is the case or not, co-production, if used

meaningfully has the potential to provide the means by which people can work together to create a more cohesive society. Blaxter (2010) also touches on human nature and looks at core beliefs and values as nurturing human beings that enable us to live and work together. Cahn and Blaxters rather optimistic assessments of human nature are but two theories/opinions in a vast literature. In reality, core beliefs and values are so diverse and findings from people working within co-produced initiatives show doubts over whether one way of working can be adaptable enough to account for a varying depth or type of need. If people are genuinely going to be a consistent resource for the transformation of services they need to be encouraged, by the people who provide the service, that their input actually matters and that their insight is valuable. In response to the research question co-production, if done meaningfully, has the potential to harmonise with the values of human nature and is worthy of implementation therefore should meet the challenges of evaluating it.

“With the realisation of one’s own potential and self-confidence in one’s ability, one can build a better world” (Dalai Lama 2001:15)

REFERENCES

- Adams, C. (2015) *Guidance in Relation to Part 9 of the Act on Co-operation and Partnership*. WCVA: Cardiff
- Adler, R. P., and Goggin, J. (2005) What Do We Mean By “Civic Engagement”? *Journal of Transformative Education*. Vol 3, Issue 3. 236 – 253.
- Aveyard, H. (2014) *Doing a literature review in health and social care: A practical guide*. McGraw-Hill Education (UK).
- Bangor University (2015) *Emerging Opportunities to Apply SenseMaker® in Wales* <https://www.bangor.ac.uk/cs/events/emerging-opportunities-to-apply-SenseMaker-in-wales-20039> (Accessed 15th October 2014)
- Better Evaluation (2015) *Realist Evaluation* http://betterevaluation.org/approach/realist_evaluation (Accessed 3rd March 2015)
- Blaxter, M. (2010) *Health*. Polity Press: Cambridge
- Blumer, H. (1986) *Symbolic interactionism: Perspective and method*. Univ of California Press.
- Bourdieu, P. 1986. The forms of capital. In J. G. Richardson. (Ed.). *Handbook of theory and research for the sociology of education*. New York: Greenwood. 241-258.
- Bovaird, T. (2007) *Beyond Engagement and Participation: User and Community Coproduction of Public Services*. *Public Administration Review*. 846-860
- Bovaird, T., Hine Hughes, F. and Loffler, E. (2011) *From Passive Customers to Active Co-producers: The Role of Co-production in Public Services*. Governance International: London
- Bovaird, T., Jones, T., Loeffler, E., Roncancio, M.P., and Stoker, G. (2015). *Activating collective co-production of public services: influencing citizens to participate in complex governance mechanisms in the UK*. *International Review of Administrative Sciences*. 1-22.
- Bovaird, T. and Loffler, E. (2011) *From Engagement to Co-production: How Users and Communities Contribute to Public Services* in Brandsden, T. and Pestoff, V. (2013), *New Public Governance, the Third Sector and Co-production*. London: Routledge
- Boyle, D., Coote, A., Sherwood, C. and Slay, J. (2010) *Right Here Right Now: taking co-production into the mainstream*. Nesta: London.
- Boyle, D and Harris, M. (2009) *The Challenge of Co-production*. Nesta: London.

- Boyle D., Ryan-Collins, J. and Stephens, L. (2008) *Co-production: a manifesto for growing the core economy*. New Economics Foundation: London.
- Boyle, D., Slay, J., Stephens, L. (2010) Technology and the Arts (Great Britain) National Endowment for Science and New Economics Foundation. *Public services inside out: Putting co-production into practice*. London: NESTA.
- Bradley, P and Wilson, A. (2014) *Achieving Prudent Healthcare in Wales* <http://www.1000livesplus.wales.nhs.uk/sitesplus/documents/1011/Achieving%20prudent%20healthcare%20in%20NHS%20Wales%20paper%20Revised%20version%20%28FINAL%29.pdf> (Accessed 8th July 2016)
- Brandsden, T., and Pestoff, V. (2006) 'Co-production the third sector and the delivery of public services'. *Public Management Review*. Vol8:493-501
- British Deaf Association (2015) *What We Stand For*. <https://www.bda.org.uk/what-we-stand-for> (Accessed 14th February 2015)
- Brown L. and Osborne, S. P (2013) *Handbook of Innovation in Public Services*. Edward Elgar Publishing
- Bruce, S. and Yearley, S. (2006) *The Sage dictionary of sociology*. Sage. London
- Brudney, J. L., and England, R. E. (1983) Toward a definition of the Coproduction concept. *Public Administration Review*. Volume 43 1:59-65
- Bryman, A. (2008) *Social research methods*. Oxford University press: Oxford
- Burnard, P., Chadwick, B., Gill, P., Stewart, K. and Treasure, E. (2008) Analyzing and Presenting Qualitative Data; *British Dental Journal*. 204, 429 – 432
- Cahn, E. (2000) *No More Throwaway People: The Co-production Imperative*. Essential Books: Washington DC
- Cahn, E. (2008) *Foreword. Co-production: a manifesto for growing the core economy*. New Economics Foundation: London.
- Carter, A. I. and Weber, L. R. (2003) *The Social Construction of Trust*. Kluwer Academic/Plemun publisher: New York.
- Carr, S and Needham C (2009) *SCIE Research Briefing 31: Co-production: an emerging evidence base for adult social care transformation*. SCIE: London
- Children in Wales (2015) *The national outcomes framework for people who need care and support and carers who need support, 2014-15, 26/06/14 [W]* <http://www.childreninwales.org.uk/policy-document/national-outcomes-framework-people-need-care-support-carers-need-support-2014-15-260614-w/> (Accessed 3rd March 2015)

- Cognitive Edge (2017) About SenseMaker <http://cognitive-edge.com/sensemaker/> (Accessed April 2017)
- Community Development and Health Network (2017) Models of Health: Factsheet 1. https://www.cdhn.org/sites/default/files/oldwebsite/FACTSHEETS%201_Screen%20View%281%29.pdf (Access 02/04/17)
- Conwy County Borough Council (2017) *Arranging Your Own Care*: CCBC Website (Accessed 02/04/17) <http://www.conwy.gov.uk/en/Resident/Social-Care-and-Wellbeing/Adults/Arranging-your-own-care.aspx>
- Co-Production Wales (2015) *Co-pro: what and how*. <https://allinthistogetherwales.wordpress.com/coproduction/> (Accessed 2015)
- Denbighshire County Council (2014) *Social Service and Wellbeing (Wales) Act*: <https://www.denbighshire.gov.uk/en/your-council/strategies-plans-and-policies/social-care/social-services-and-well-being-wales-act/social-services-and-well-being-wales-act.aspx> (Accessed 16th December 2014)
- Co-production Wales (2015) *All in This Together: Factsheet 6*. <http://www.slideshare.net/justaddspice/co-production-factsheet-6> (Accessed 6th June 2015)
- Cureton, A. Johnson, R. (2016) *Kant's Moral Philosophy*. <http://plato.stanford.edu/entries/kant-moral/> (Accessed 30th July 2016)
- Dahlgren, G., and Whitehead, M. (2006) *Concepts and principles for tackling social inequities in health: Levelling up Part 1*. World Health Organization: Studies on social and economic determinants of population health, 2.
- Dahlgren, G., and Whitehead, M. (2017) *The Dahlgren – Whitehead Rainbow*. Economic and Social Research Council Website (Accessed 02/04/17) <http://www.esrc.ac.uk/about-us/50-years-of-esrc/50-achievements/the-dahlgren-whitehead-rainbow/>
- Dalai, L. (2001) *The Art of Living*. Thorsons: London
- Dineen, R., Phillips, A. and Spencer, M. (2013) *Tools for Improvement. Co-producing Services – Co-creating Health*. 1000 lives, Public Health Wales
- Dineen, R and Gallagher, M. (2016) *Seeing is Believing: Co-production Case Studies From Wales*. Public Health Wales/Co-production Wales <http://www.goodpractice.wales/SharedFiles/Download.aspx?pageid=96&mid=187&fileid=78> (Accessed 12th August 2016)
- Durose, C., Mangan, C., Needham, C. and Rees, J. (2014) *Evaluating Co-production: pragmatic approaches to building the evidence base*. For Co-Production Panel, Political Studies Association Conference, April 2014

Economic and Social Research Council (2012) *ESRC Framework for Research Ethics (FRE) 2010 Updated September 2012* <http://www.esrc.ac.uk/files/funding/guidance-for-applicants/esrc-framework-for-research-ethics-2010/> (Accessed 17th December 2014)

Ellis, N.C. and Larsen-Freeman, D. (2006) Language emergence: Implications for applied linguistics—Introduction to the special issue. *Applied linguistics*, 27(4):558-589.

Ewert, B. and Evers, A. (2012) Co-production: Contested Meaning and Challenges for User Organisations in Brandsen, T., Pestoff, V. and Verchuere, B. (eds) *New Public Governance, the Third Sector and Co-production*. Abingdon: Routledge.

Flyvbjerg, B., 2006. Five misunderstandings about case-study research. *Qualitative inquiry*, 12(2):219-245.

Giddens, A. (1990) *The Consequences of Modernity*. Polity Press: Cambridge.

Glasman, N.S. and Nevo, D. (1988) *Evaluation in decision making: The case of school administration*. Springer Science & Business Media. Lancaster: Kluwer

Good Practice Wales (2016) *1000 Lives Improvement Services* <http://www.goodpractice.wales/about> (Accessed 3rd March 2016)

Governance International (2015) *The Co-Production Star: how to do co-production of public services* <http://www.govint.org/our-services/co-production/achieving-change-how-to-do-co-production-of-public-services/> (Accessed 1st February 2015)

Hawker, S and Soanes, C. (2008) *Compact Oxford English Dictionary*. Oxford University Press: Oxford

Home Office (2016) *Have You Got What it Takes? To Work in Partnership In Wales?* https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/511354/partnership-in-wales.pdf (Accessed 16 July 2016)

Hopper, P. (2003) *Rebuilding communities in an age of individualism*. Ashgate: Hampshire

Hutt, J. in Wheeler B (2015) *Spending Review: department-by-department cuts guide* <http://gov.wales/about/cabinet/cabinetstatements/previous-administration/2014/58098583/?lang=en> (Accessed 11 August 2016)

Hyett, N., Kenny, A., & Dickson-Swift, V. (2014). Methodology or method? A critical review of qualitative case study reports. *International Journal of Qualitative Studies on Health and Well-Being*, 9, 10.3402/qhw.v9.23606. <http://doi.org/10.3402/qhw.v9.23606>

Interlink (2015) *About Us*. <http://www.interlinkrct.org.uk/about-us/> (Accessed 14th November 2014)

- Jupp, V. (2006) *The Sage Dictionary of Social Research Methods*. Sage Pub: London
- Knowles, E. (2009) *Oxford Dictionary of Quotations*. Oxford University Press: Oxford
- Luhmann, N. (1979) *Trust and Power: Two Works*. Wiley: London
- McAllister, D. J (1995). Affect and cognition based trust as foundations for interpersonal cooperation in organizations. *Academy of Management Journal*, 38: 24-59.
- McKnight, J. and Kretzmann, J. (1993) *Building communities from the inside out: A path toward finding and mobilizing a community's assets*. ACTA: Chicago.
- McNiff, J. (2013) *Action research: Principles and practice*. Routledge:Oxon
- Marmot, M. and Bell, R., (2012). Fair society, healthy lives. *Public health*, 126: S4-S10.
- Marshall, G. and Scott, J (2009) *Oxford Dictionary of Sociology*. Oxford University Press: Oxford.
- Mason, J. and Pemberton, S. (2009) Co-production and Sure Start Children's Centres: Reflecting upon Users', Perspectives and Implications for Service Delivery, Planning and Evaluation. *Social Policy and Society*. Volume 8, 1:13-24.
- Munn-Giddings, C. and Winter, R. (2013) *A handbook for action research in health and social care*. London: Routledge.
- National Assembly for Wales (2015) *Social Services and Well-being (Wales) Act 2014* <http://senedd.assembly.wales/mgIssueHistoryHome.aspx?Ild=5664> (Accessed 4th July 2015)
- National Assembly for Wales (2014) Part 2 - *Code of Practice and guidance on the exercise of social services functions and partnership arrangements in relation to part 2 (General Functions) of the Social Services and Well-being (Wales) Act 2014*. <http://www.assembly.wales/Laid%20Documents/SUB-LD10420/SUB-LD10420-e.pdf> (Accessed 2nd August 2016)
- Needham, C. (2012) *Individual, Group or Collective Co-production? Personalisation and Day Centre Closure*. Paper for ECPR Joint Sessions University of Antwerp. <https://ecpr.eu/Events/PaperDetails.aspx?PaperID=5763&EventID=6> (Accessed 08/04/17)
- Needham, C. (2008) Realising the Potential of Co-production: Negotiating improvements in Public Services. *Social Policy and Society*. Volume 7, 2:221-231
- Nesta (2012) *People Powered Health Coproduction Catalogue*. Nesta:London
- New Economics Foundation (2016) *Co-production Self-assessment Framework a working reflection tool for practitioners*

<https://www.seemescotland.org/media/7287/co-production-self-assessment-framework.pdf> (Accessed 14th August 2016)

Neuman, W., L. (2014) *Social Research Methods: Qualitative and Quantitative Approaches*. Pearson: Essex.

Ostrom, E. (1996) Crossing the Great Divide: Coproduction, Synergy and Development. *World Development*. Volume 24 6:1073-1087

OPM (2009) *Social capital, co-production and the delivery of Putting People First: scoping a framework for social capital*. OPM: London

Onwuegbuzie, A.J. and Frels, R., (2016). *Seven steps to a comprehensive literature review: A multimodal and cultural approach*. Sage: London

Parsons, T. (1951) Illness and the role of the physician: A sociological perspective. *American Journal of orthopsychiatry*, 21(3):452-460.

Pawson, R. and Tilley, N., (2009) *Realist evaluation. Changes*.
http://www.communitymatters.com.au/RE_chapter.pdf (Accessed 16th March 2015)

Performance and Innovation Unit (2002) *Social Capital, a Discussion Paper*. Cabinet Office: London

Pickett, K. and Wilkinson, R. (2010) *The spirit level: why equality is better for everyone*. Penguin: UK.

Public Health Wales (2014) *Making Prudent Healthcare Happen*.
<http://www.prudenthealthcare.org.uk/principles/> (accessed 2014)

Public Policy Institute for Wales (2014) *Measuring Progress Towards the Achievement of Wales's Well-being Goals: A Discussion Paper*
http://ppi.w.org.uk/files/2015/02/Measuring-progress-towards-achievement-of-Wales-Wellbeing-goals_a-discussion-paper.pdf (Accessed 17th February 2015)

Putnam, R., (2001) Social capital: Measurement and Consequences. *Canadian Journal of Policy Research*, 2(1):41-51.

Putnam, R.D., (1995) Tuning in, tuning out: The strange disappearance of social capital in America. *PS: Political science & politics*, 28(04).664-683.

Realph, A. and Wallace, L. M. (2010) *What is co-production?* The Health Foundation: London

Rhys, S (2016) *Here's how much money Wales gets from the European Union and how it is spent* <http://www.walesonline.co.uk/news/politics/heres-how-much-money-wales-11527889> (Accessed 13th August 2016)

- Robert Wood Johnson Foundation (2015) *The Interpretivist Paradigm*
<http://www.qualres.org/HomeInte-3516.html> (Accessed June 14th 2015)
- Schramm W. (1971) Notes on Case Studies of Instructional Media Projects.
Working Paper for the Academy for Educational Development, Washington DC.
- SCIE – Social Care Institute for Excellence (2013) *Co-production in Social Care: What it is and how to do it*. SCIE: London
- Scope (2017) *The Social Model of Disability; what is it and why is it so important?*
 Scope website (accessed 02/07/17) <https://www.scope.org.uk/about-us/our-brand/social-model-of-disability>
- Scottish Community Development Centre (SCDC) (2011) *Community development and co-production. Issues for policy and practice*. SCDC Discussion Paper 2011 / 02.SCDC:Glasgow
- Slay, J. and Stephens, L. (2013) *Co-production in Mental Health: A Literature Review*.
New Economics Foundation: London.
- Snowden, D. (2014) *Small countries, big ideas* <http://cognitive-edge.com/blog/small-countries-big-ideas/> (Accessed October 25th 2014)
- Social Research Association (2003) *Ethical Guidelines* <http://the-sra.org.uk/wp-content/uploads/ethics03.pdf> (Accessed 17th December 2014)
- Social Services and Well-being (Wales) Act (2014)*
<http://www.legislation.gov.uk/anaw/2014/4/contents> (Accessed 13th November 2013)
- Stuckey, H. (2013) Three types of interviews: Qualitative research methods in Social Health. *Methodological Issues in Social Health and Diabetes Research* 1:56-59.
- Taylor, M. (1995) *Unleashing the Potential: Bringing Residents to the Centre of Regeneration*. York, UK: Joseph Rowntree Foundation
- The Co-production Practitioners Network (2015) <http://coproductionnetwork.com/> (Accessed 20th November 2015)
- Thomas, G., (2011) A typology for the case study in social science following a review of definition, discourse, and structure. *Qualitative inquiry*, 17(6), 511-521.
- Thomas, G. (2014) *Social Services and Well-being (Wales) Bill: Approach to Implementation* <http://gov.wales/about/cabinet/cabinetstatements/previous-administration/2014/58098583/?lang=en> (Accessed 11th November 2014)
- Thomas, G (2013) *Written Statement – Social Services and Well-being Wales Bill: Prevention and Early Intervention*. Welsh Government: Cardiff

The National Archives (2014) *Social Services and Well-being (Wales) Act (2014)*
<http://www.legislation.gov.uk/anaw/2014/4/contents> (Accessed 30th October 2014)

Wales Council for Voluntary Action (2014) *Being at the Centre*. WCVA: Cardiff

Wales Council for Voluntary Action (2013) *Consultation – Social Services and Wellbeing (Wales) Bill: a response from WCVA*. WCVA: Cardiff

Wales Council for Voluntary Action (2014) *Co-production – Putting People at the Centre – post Williams*. WCVA: Cardiff

Wales Council for Voluntary Action (2014) *Putting People at the Centre*.
WCVA:Cardiff

Wales Council for Voluntary Action (2015) *Strategic Planning: Evaluation*
<http://www.wcva.org.uk/funding/advice/planning/strategic-planning/evaluation>
Accessed (13/5/15)

Wales Council for Voluntary Action (2013) *Submission to the Commission on Public Service Governance and Delivery: Co-producing Public Services with the Third Sector*.
WCVA: Cardiff

Wales Public Services (2015) *Another four tough years for Welsh public services*
<http://www.walespublicservices2025.org.uk/2015/10/30/another-four-tough-years-for-welsh-public-services/> (Accessed 3rd November 2015)

Walliman, N., (2006) *Social research methods*. London: Sage.

Walton, J. (1992) *Making the theoretical case*. In *What is a case? Exploring the foundations of social enquiry*. Edited by Ragin, C. and Becker H., 121.138. Cambridge: Cambridge University Press

Welsh Assembly Government (2011) *Sustainable Social Services for Wales: A Framework for Action*
<http://gov.wales/docs/dhss/publications/110216frameworken.pdf> (Accessed October 22nd 2014)

Welsh Government (gov.uk) *The Well-being of Future Generations (Wales) Act 2015*.
<http://gov.wales/legislation/programme/assemblybills/future-generations/?lang=en>
(Accessed 12/5/15)

Welsh Government (2015) *Explanatory Memorandum to The Social Services and Well-being (Wales) Act 2014 (Social Enterprise, Co-operative, and Third Sector) (Wales) Regulations 2015*. <http://www.assembly.wales/laid%20documents/sub-ld10241-em/sub-ld10241-em-e.pdf> (Accessed 7th July 2015)

Welsh Government (2013) *Social Model of Disability*.
<http://gov.wales/topics/people-and-communities/equality-diversity/rightsequality/disability/socialmodel/?lang=en> (Accessed 02/04/17)

Welsh Government (2014) *Social Services and Well-being (Wales) Act 2014 Part 9 Statutory Guidance (Partnership Arrangements)*
<http://gov.wales/docs/dhss/publications/151218part9en.pdf> (Accessed July 16th 2015)

Welsh Government (2016) *Social Services: The national outcomes framework for people who need care and support and carers who need support*
<http://gov.wales/docs/dhss/publications/160610frameworke.pdf> (Accessed March 30th 2016)

Welsh Government (2016) *Measuring Well-being*
<http://gov.wales/topics/health/socialcare/well-being/?lang=en> (Accessed 5th May 2016)

Wiseman, A.W. (2008) A culture of (in) equality?: A cross-national study of gender parity and gender segregation in national school systems. *Research in Comparative and International Education*, 3(2):179-201.

Yin, R. K. (2014) *Case Study Research: Design and Methods*. Sage: London

REFERENCES – UNPUBLISHED MATERIAL

- Cahn (2016) *Untitled Presentation*. Co-production Wales Network Launch, Welshpool.
- Campbell-Williams, L. and Edwards, L. (2014) *Building Communities Seiriol Project*. Poster, Anglesey.
- Collis, B (2015) *Action Learning: How we will work together*. Presentation, Swalec Stadium Cardiff.
- Dalton, C. (2015) Field Notes. Learning in Action Events 1 and 2. Swalec Stadium, Cardiff.
- Dalton, C. (2015) *What are the challenges of evaluating co-produced initiatives? A case study of three projects in Wales*. Presentation, Swalec Stadium, Cardiff.
- Dineen, R. (2015) *Mutual Joy; Collective Woe*. Presentation, Swalec Stadium Cardiff
- Krayer, A. (2014) KESS funded masters advertisement. Bangor University

APPENDICES

Appendix 1: National Co-production Learning in Action Programme: Partner Agreement

Public Health Wales in partnership with WCVA National Co Production Learning in Action Programme: Partner Agreement

Purpose

To support the practical application of co- production values into health and social care delivery across all sectors and in so doing build a critical mass to ensure the spread of co production at community level.

Context

Co-production starts with the person and how they want to live their life and in so doing offers an alternative model of service delivery by acknowledging the capacity of each individual supported by their family, community and all provider sectors. This is a new way of working especially for the statutory services who need to move from the traditional patriarchal approach to one of working **with** and enabling care rather than providing **for** and doing **to**. Co production facilitates and supports individuals and communities to realise the capacity and expertise that at present is being ignored.

Format

The programme will provide practical support based on an action learning methodology, delivered with key partners to achieve the real and sustainable integration of co production into activities that seek to improve health and wellbeing for local communities. The objective will be to work together to find practical solutions that translate into positive outcomes for individuals and communities.

The programme will focus on specific issues and challenges identified as a priority locally (such as delayed discharge, supporting dementia friendly communities or governance and management).

Activity

The programme will:

- Provide learning, advice and help to support the practical application of a co productive approach.
- Build capacity within local teams using a train the trainer approach with a

specific focus on shared decision making to ensure this way of working supports patients and clients to manage their own health and wellbeing

- Generate outcomes/data that will contribute to the action research evaluation to be conducted nationally
- Create a framework to build understanding and improve perceptions of the contribution of third sector provision
- Encourage and facilitate shared learning and good practice by:
 - supporting service developments by working with a small number of partnerships on specific projects and using the outcomes to support wider developments across Wales.
 - identifying opportunities to support and promote supported self management for those with long term disabilities and chronic health conditions

What the projects can expect from the programme

The following commitments to the projects are made from the programme team:

- Funding of £2,500 will be provided to each project in the 2014-15 financial year
- A programme of support will be provided to the projects, which may include national learning events, action learning support, relevant training, and other relevant learning and support. This will include a schedule of learning sessions to be provided for the project teams in the period December 2014 - March 2015. This will include an initial learning event in February 2015 (date tbc).
- Information and data derived from the projects is all public
- The current funding for the programme is until the end of the 2014-15 financial year (March 2015), however, there is a strong expectation from the programme team that the programme will continue into the 2015-16 financial year. This expectation will be confirmed and communicated as soon as possible to allow project teams to develop more long term plans

Research and evaluation of the projects and overall programme is a key foundation of the programme. This will include a schedule of what the **Knowledge Economy Skills Scholarships (KESS)** evaluation will expect from the project in the periods 2014 - 2015 and 2015 - 2016.

Expectations on the projects

As part of this programme the following expectations and commitment of the projects involved are as follows:

- Logos of the programme team organisations and project team organisations can be used on programme related communication and documents.

- Projects must agree with the programme team how the £2,500 funding in 2014-15 will be spent. _Further funding provided to the projects from the programme team will also need to be accounted for
- Projects must attend the programme of support ‘events/sessions’ in order to maximise the potential of projects and contribute to the overall outcomes of the programme
- Projects must actively participate in the research and evaluation studies provided by the programme team
- Information and data derived from the projects is all public
- Projects must complete the proposed project delivery on the Learning in Action case study template at the start and throughout the life of the programme

Signatories

Name:
Post:
Organisation:
Contact details:

On behalf of the 1000 Lives Improvement Service (Public Health Wales)

Name:
Post:
Organisation:
Contact details:

On behalf of the WCVA

Name:
Post:
Organisation:
Contact details:

On behalf of project team

Appendix 2: Governance International Co-production Star

<http://www.govint.org/our-services/co-production/> (accessed 13th November 2014)



Appendix 3: National Outcomes Framework for people who need care and support and carers who need support 2014-15

Annex B: The national outcomes framework for people who need care and support and carers who need support, 2014-15

Well-being		Physical and mental health and emotional well-being		Protection from abuse and neglect	
What people expect	What we will measure	What people expect	What we will measure	What people expect	What we will measure
I know and understand what care, support and opportunities are available to me I get the help I need, when I need it, in the way I want it	<ul style="list-style-type: none"> Percentage of people reporting they have the right information about how to lead a healthy life Percentage of people who think that good social care services are available in their local area Percentage of people whose quality of life has improved from the care and support they have received Percentage of people that received the right information or advice when they needed it Percentage of people who feel satisfied with the people that provided their help, care and support Percentage of people who feel satisfied with the care and support they have received 	I am healthy I am happy	<ul style="list-style-type: none"> Self reported status of physical and mental health Healthy life expectancy at 65 Percentage of Flying Start children reaching or exceeding their developmental milestones at 3 years. Self reported happiness score Percentage of children with up-to-date immunisations Percentage of children aged 5 and over with up-to-date dental checks Percentage of children with mental health problems Percentage of adults with high life satisfaction scores Percentage of children and young people with high life satisfaction scores 	I am safe and protected from abuse and neglect	<ul style="list-style-type: none"> Proportion of referrals where the risk has been removed or reduced for the alleged victim Incidence of domestic abuse Incidence of sexual crime Percentage of people reporting that they feel safe Number of Children on the Child Protection Register by reason Children classified as in need / looked after by category of need Percentage of Flying Start children aged 0 - 47 months who have an open case with social services as Child in Need
Education, training and recreation		Domestic, family and personal relationships		Contribution made to society	
What people expect	What we will measure	What people expect	What we will measure	What people expect	What we will measure
I can learn and develop to my full potential I can do the things that matter to me	<ul style="list-style-type: none"> Key stage 2 results for Children in Need Key stage 4 results for Children in Need School attendance rates of Children in Need Percentage of children achieving the expected level of learning or above at the end of the Foundation Phase Percentage of people reporting that they can learn and develop to their full potential Percentage of people reporting that they can do the things that matter to them 	I belong I have safe and healthy relationships	<ul style="list-style-type: none"> Percentage of people who feel that they belong to their local area Percentage of people who think that their local area is a place where people from different backgrounds get on well together Percentage of people who think that people in their local area treat each other with respect and consideration 	I can engage and participate I feel valued in society	<ul style="list-style-type: none"> Things I do in my life are worthwhile Percentage of people who feel safe walking alone in their area after dark Percentage of people reporting that they often feel lonely Percentage of people reporting that they feel valued in society
Securing rights and entitlements		Social and economic well-being		Suitability of living accommodation	
What people expect	What we will measure	What people expect	What we will measure	What people expect	What we will measure
My rights are respected I have voice and control I am involved in making decisions that affect my life My individual circumstances are considered I can speak for myself or have someone who can do it for me I get care through the Welsh language if I need it	<ul style="list-style-type: none"> Percentage of people who felt involved in decisions about their life Percentage of people reporting that they are in control of their daily life as much as they can be Percentage of people who felt that they were treated with respect Percentage of people who used the Welsh language to communicate with health or social care staff 	I am supported to work I have a social life and can be with the people that I choose I do not live in poverty I get the help I need to grow up and be independent	<ul style="list-style-type: none"> Percentage of people satisfied with the amount of time they have to do things they like doing Percentage of materially deprived households 	I have suitable living accommodation that meets my needs	<ul style="list-style-type: none"> Percentage of people reporting that their accommodation is suitable for their needs

Appendix 4: Learning in Action project information and action template

Learning in Action Project information and action template

The Project

Project name
Contact name and details
Other key partners/individuals

Instructions

This template is designed to fulfil two roles:

- It acts as a description of where your project is now, and captures what you have done so far.
- It will be used as a reporting template for the learning events that your project will attend. This will be the primary way that WCVA demonstrates your engagement with the Learning in Action programme and justifies the funding you have received.

For 24th February, please complete sections 1 to 5. If you have just started then complete 1-3. If you have started but don't have any results yet, just say so.

The other sections will be filled in at or following the learning event, and act as a shared record.

At subsequent learning events, sections 4 and 5 will be updated before the event and section 6 at or after the event.

Thank You

Bryan Collis
WCVA

Background

How did the work/project come about?
How did you identify the need for this work?
What is the context?

Aims and objectives

What is the overarching aim of the work/project?
What are the shorter term objectives or outcomes or milestones for the next six months/year:
How will you know you have reached these? (what indicators are you using?)

--

Method

What have you done so far?
(note any particular good practice)

Who took it forward and who did you work with?

Were there any barriers? How did you overcome them?

Results

What has been the impact so far? Any notable achievements? Who has been affected?

Have there been any disappointments? If yes, please describe them.

What have you learned so far?
Have any principles you work by been reinforced by your experience?

Conclusion/Next steps

Recommendations for action		
Action	By whom	By when
Things to tell others		

Who did this?

Who completed this form? Who was involved in deciding what was recorded?
When was it completed?
If completed at a learning event, who attended from your project?

Appendix 5: Community Ethnography: Story Collecting Booklet

For further information or to submit a story please contact
Simon James at Interlink RCT on ☎ 01443 846200

Community Ethnography

A Rhondda Cynon Taf Community Project
Using Stories to Reduce Isolation

Story Collecting Booklet



Supported by Making
The Connections

1. Your name and location will not be shared anywhere, or with anyone, without your permission.

Your name:

Where you live:

* Tick here if you would like to receive further advice or information about activities in your community.

2. Tell a short story about what it's like for you, living in this community.

3. If your story reminds you of feeling bad or more isolated, how would you describe that feeling?

Feeling worried or frightened

Feeling lonely or all alone

Feeling like nobody cares about me

4. If your story reminds you of feeling good or more connected, what helped you to feel that way?

The things that I was able to do or achieve

The people who I spent time with

The facilities or places where I went

5. In your story, who was involved in, or influenced what happened and how you felt.

Me or my family

My neighbours or people who I know

Other people or strangers

6. A few questions to understand how to help prevent people becoming isolated in your community.

What really matters to you, living in this community?

How do you find out what's going on in your community?

How do you usually travel around your community?

About the project...

The Community Ethnography Project is a part of the *Small Countries, Big Ideas Initiative*, an international collaboration aimed at capturing the real experiences of people to help stimulate improvements in their own communities. The method simply involves finding people who are willing to share very short stories about their day to day life. These stories are then mapped using a special computer programme to provide evidence for what really matters to people and where there is potential to make life better.

Collecting stories in this way is sometimes called Ethnography. This project is based in Rhondda Cynon Taff and part funded through the Intermediate Care Fund. It hopes to provide a voice for people who have become isolated. We have a small team of volunteer Story Collectors who will use this booklet to capture the short stories and ask a few questions that help to explain what the story means. In recording and understanding these stories, we hope to find the best ways to help reduce isolation across the community.

How your information will be used ...

Taking part in the project is completely voluntary. If you don't want to share a story, simply say no and the story collector will respect that choice. If you do share a story, it will be uploaded into the computer anonymously. Your name and location will not be shared anywhere without your permission.

Although this project is initially aimed at capturing stories, the overall purpose is to reduce isolation and help people to reconnect within their community. If you are interested in learning more about activities in your neighbourhood or wish to talk further about helping to reduce your own feelings of isolation, tick the box at the start of this story booklet."

Appendix 6: Letter of Invitation to Participants





March 2015

Dear (Participant's Name)

I'm writing to invite you to take part in a research project looking at the challenges of evaluating co-produced initiatives. My name is Ceri Dalton and I'm studying a Master of Arts by Research at Bangor University which comprises a research project funded by Knowledge Economy and Skills Scholarship (KESS), and part funded by the Wales Council for Voluntary Action (WCVA). I have enclosed an information sheet which explains why the research is being done and what it involves.

This particular research is being organised by me, Ceri Dalton, the WCVA and Public Health Wales. You are invited to participate in a one-off face-to-face interview which will focus on the challenges of evaluating co-produced initiatives.

It's up to you whether you decide to take part. If you would like to take part, please complete the consent form and return it to myself at Bangor University in the free post envelope provided or alternatively email an electronic copy to me at sop438@bangor.ac.uk.

If you have any questions or would like to know more about this work, please contact me (sop438@bangor.ac.uk) or my supervisor Dr Anne Krayer (a.krayer@bangor.ac.uk; 01248-388775).

Thank you for taking time to read this letter. I look forward to hearing from you.

Yours sincerely

Ceri Dalton

Masters Student

Bangor University



Ysgoloriaethau Sgiliau Economi Gwybodaeth
Knowledge Economy Skills Scholarship



Appendix 7: Participants consent forms (for research and permission to record)



The challenges of evaluating co-produced initiatives

Participant consent form, Version 2, 12 February 2015

☐

Please tick the boxes that apply to you

- I confirm that I have read and understand the information sheet for this study
- I understand that my participation is voluntary and that I am free to withdraw at any time without giving a reason
- I understand that any contact details will be stored on a confidential database
- I consent for anonymised quotations from my interview to be used in publications

☐

Name: ☐ ☐ ☐ _____

Designation: ☐ ☐ ☐ _____

Address: ☐ ☐ ☐ _____

Post Code: ☐ ☐ ☐ _____

Telephone Number: ☐ ☐ _____

Email: ☐ ☐ ☐ _____

Best time to contact you: _____

Signature: ☐

Date: ☐ ☐ ☐ _____

☐

Thanks you very much. Please return this form either by email or by post in the freepost envelope provided.

☐



Ysgoloriaethau Sgiliau Economi Gwybodaeth
Knowledge Economy Skills Scholarship





The Challenges of Evaluating Co-produced Initiatives

PARTICIPANT CONSENT TO RECORD RESEARCH INTERVIEW, version 1, 20th April 2015

☐

To be completed prior to interview.

Please tick the boxes that apply to you.

☐

I agree for this research interview to be recorded and for the recording to be used for the purposes that have been explained to me.

☐

I understand that all the information I provide will be treated as strictly confidential.

☐

☐

Name: _____

Signature: _____

Date: _____

☐

Interviewer Signature: _____

☐



Ysgoloriaethau Sgiliau Economi Gwybodaeth
Knowledge Economy Skills Scholarship



Appendix 8: Participant Information Sheet



Information sheet

March 2015

Introduction

You are being invited to take part in a research study. Before you decide whether or not to participate, it is important for you to understand why the research is being done and what it involves. Please take the time to read the following information which will help you make an informed decision.

What is the purpose of the study?

The aim of the study is to look into the challenges of evaluating co-produced initiatives and the challenges people may face when developing and delivering co-produced projects. Findings of the study will provide recommendations on how to develop, deliver and evaluate co-produced initiatives; it is hoped that this in turn may provide improved service planning and delivery.

Why have I been chosen?

As you know, I have approached a number of projects from the 'The Learning in Action' project to be part of this study. I now want to interview a number of people from each project and your feedback will be invaluable as it will provide first-hand experience of the evaluation exercises you are taking part in.

Do I have to take part?

It is your choice whether you take part or not. Your decision will not affect the project you are part of or the services you receive/deliver. If you decide you wish to take part, please complete the enclosed consent form and return it to the researcher as soon as possible.

What will happen if I decide to take part?

You are invited to take part in a one-off face-to-face interview which will be confidential. You will be asked questions about the evaluation of co-produced initiatives and your own views and experiences.

The researcher will arrange to meet with you at mutually convenient time and place. The interview will take approximately 60 minutes. The interview will be recorded with your consent, or alternatively, I will write notes. All information provided during interview is **strictly confidential**. You will not be identified in any reports or publications and nothing you say will be shared directly with others in your project or people from the Wales Council for Voluntary Action or Public Health Wales.

What will happen if I don't want to carry on with the study?

You are free to withdraw from the study **at any time** without giving a reason. If you decide to withdraw, your decision **will not** affect your role in the project, any services or support that you receive.

What will happen to the results of the study?

I will have to submit a dissertation as part of my Masters by Research degree to Bangor University. In addition, I will make recommendations based on findings of this study and present them to the WCVA and Public Health. I will also share findings through conferences and presentations. You and your organisation will receive feedback describing key findings.

Who is organising and funding the research?

The research is organised by me as part of my University degree and is funded by Knowledge Economy Skills scholarships (KESS), The WCVA and Public Health Wales. My supervisors Dr Anne Krayer and Dr Paul Carre support and advise me during the project. Bryan Collis from the WCVA is providing information about the Learning in Action projects and supporting my data collection.

Who has reviewed the study?

This study has been reviewed and given a favourable opinion by the College of Business, Law, Education and Social Sciences Ethics Committee at Bangor University.

Next steps

If you decide to take part, please complete and sign the enclosed consent form and return it to me at Bangor University in the freepost envelope provided.

Contact for further information:

If you would like any further information or have any questions, please contact me, Ceri Dalton (sop438@bangor.ac.uk; or my supervisor Anne Krayer (01248 388775; asb@bangor.ac.uk).

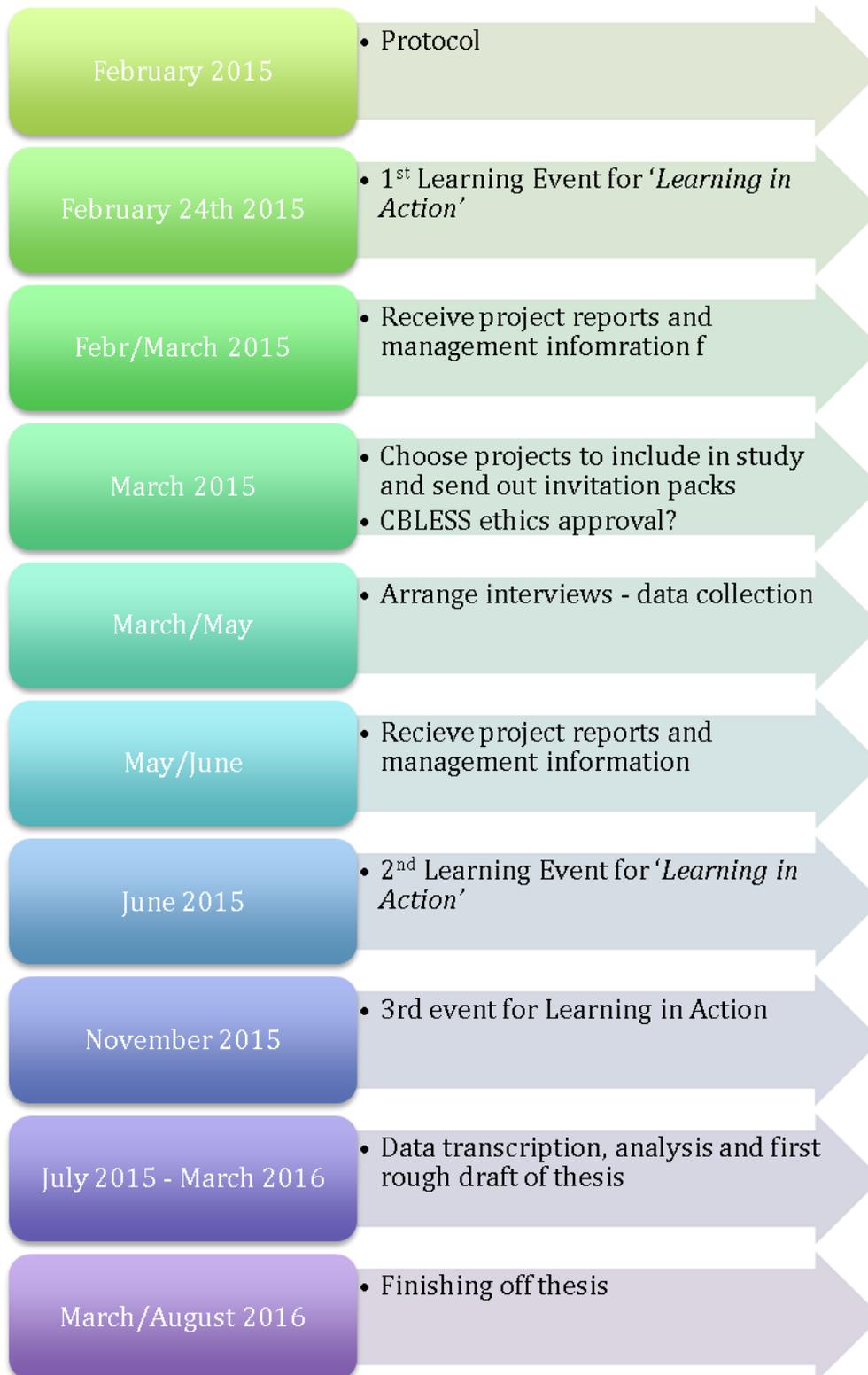
If you want to make a complaint about the research, please contact: Professor Molyneux, Head of the College of Business, Law, Education and Social Sciences, College Road, Bangor, LL57 2DG; telephone: 01248-383231, email: p.molyneux@bangor.ac.uk.

Thank you for taking time to read this information sheet. I look forward to hearing from you.

Thank you

Appendix 9: Timetable Flowchart

Flow Chart – Version 1 (Edited March 2016)



Appendix 10: Evaluating Co-produced Initiatives Discussion Paper

Evaluating Co-produced Initiatives

What people involved in a co-produced project expected from evaluation

Include Edgar Cahn's 4 value's in the evaluation:

- Recognise people's assets
- Redefine roles between service provider and user
- Service provider and user work together
- Recognise community strengths

The views of those who access the service are paramount. The evaluation needs to take this at account on every level.

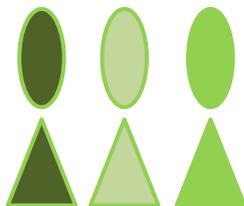
Agree on how co-production is understood first

Individual reflections at least as important as fixed indicators - they give a more realistic indication of what's happening.

Independent evaluation is important because it tends to take a more critical viewpoint

Working in a multi agency setting is challenging. Agree on how you're going to work together at the start.

Funding terms need to be much more open ended and flexible that would allow projects to use a particular way of working



Evaluating Co-produced Initiatives

What people involved in a co-produced project expected from evaluation

Include Edgar Cahn's 4 value's in the evaluation:

- Recognise people's assets
- Redefine roles between service provider and user
- Service provider and user work together
- Recognise community strengths

The views of those who access the service are paramount. The evaluation needs to take this into account on every level.

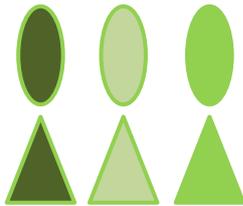
Agree on how co-production is understood first

Individual reflections at least as important as fixed indicators - they give a more realistic indication of what's happening.

Independent evaluation is important because it tends to take a more critical viewpoint

Working in a multi agency setting is challenging. Agree on how you're going to work together at the start.

Funding terms need to be much more open ended and flexible that would allow projects to use a particular way of working



Appendix 11: Data from project templates set out in the *Learning in Action* cycle Cwm Taff Project

When the template was completed	Action cycle stage	Project Notes
	Plan	<ul style="list-style-type: none"> Project Aim - to reduce the impact and prevalence of poor mental health suffered by those with sensory loss in Cwm Taff
Learning in Action Event 1	Do	<ul style="list-style-type: none"> Survey Monkey – those who are deaf, deafened and hard of hearing living in Cwm Taff who have had recent experience of accessing primary healthcare Engaged with 3 GP surgeries who are going to be pilot organisations for the focus group Developed a programme for staff awareness involving local organisations and people with sensory loss
Learning in Action Event 1	Study	<ul style="list-style-type: none"> Small response to survey monkey but information can be used to inform the project First meeting of focus group led to discussions and a number of ideas for the next meeting in September 2015 Staff awareness training is being offered to primary care staff, out-patients staff and mental health services staff and it is anticipated that upon completion 200 staff will have been trained Deaf awareness session delivered by BDA with a positive response and requests by staff to attend training. Sensory loss awareness week held by Cwm Taf UHB at the main hospitals with a good response from staff
Learning in Action Event 2	Act (→ Plan)	<ul style="list-style-type: none"> It has been critical to have support from BDA in engaging with the deaf community and raising awareness of the communication need of D/deaf people Response to staff training has resulted in ‘champions’ coming forward to support and spread work across the health board Practices have been keen to explore how they can make services more accessible and have offered initiatives to support the work One of the third sector partners had to withdraw from training due to resource issues. Had to change approach and be more flexible in the delivery of training to enable practice staff to attend

		<ul style="list-style-type: none"> You can achieve a lot by engaging a small group of staff and service users in key areas of service delivery. This has generated a 'buzz' about the project, which is resulting in lots of interest within the health board. The experience reinforces the need to work collaboratively with third sector partners who have firsthand knowledge and experience. There is a need to be realistic about what can be achieved.
Learning in Action Event 2	Plan	<ul style="list-style-type: none"> Partnership steering group meeting on the 7th July 2015 Explore the scope to pilot online interpreting services Explore the scope to include communication needs on the electronic referral process Work with practices to raise awareness of 'My Health on Line' and support people to register with the service Work with practices to raise awareness of the need to know patients' communication needs by hosting awareness days and sessions Review local registration forms to include questions about communication needs Provide practices with picture cards used in A&E to support communication in emergency situations where an interpreter may not be available Evaluate the first cohort of sensory loss awareness training Deliver EPP for members of Pontypridd Deaf Club

Isolation to Integration Project

When the template was completed	Action cycle stage	Project Notes
Learning in Action event 1	Plan	<ul style="list-style-type: none"> To listen to older people who are isolated to enable them to shape and support their need to reconnect on their own terms, and have the power to make changes and be independent Independent analysis of services that reduce isolation
Learning in Action event 1	Do	<ul style="list-style-type: none"> Deliver training in community ethnography and listen to 125 older people

		<ul style="list-style-type: none"> • Listen to people stories and map them using a SenseMaker approach • Complete a report on the relevance of those commissioned services aimed at addressing isolation and loneliness
Learning in Action event 2	Study	<ul style="list-style-type: none"> • Delivered training to 30 ethnographers • Developed paper versions of the story collection using SenseMaker approach
Learning in Action event 2	Act (→ Plan)	<ul style="list-style-type: none"> • Delay on SenseMaker training • No resources post 31st March • Failure to have a robust plan to take the network forward and deliver further training • The focus on co-production slipped when a key person left the project.
	Plan	<ul style="list-style-type: none"> • Complete survey design • Get survey onto SenseMaker • Deliver training and workshops

Building Communities Seiriol Project

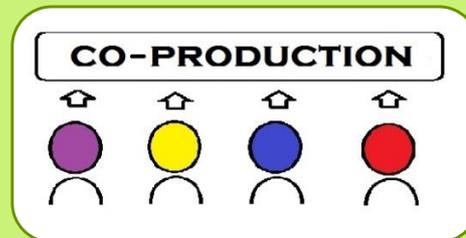
When the template was completed	Action cycle stage	Project Notes
Learning in Action event 1	Plan	<ul style="list-style-type: none"> • Enable partner organisations to work together with people living in the Seiriol Ward to live the lives they want to
Learning in Action event 1	Do	<ul style="list-style-type: none"> • Prioritising open and transparent discussions between communities and service providers • To recognize and shift the balance to create equal partnerships • To recognize communities are experts in identifying what is important to them • Create a structure for engagement that can be repeated and shared across services and third sector organisations • Steering group of the partners set up • Started a conversation with communities to build their skills and capacity to take responsibility for activities that fit their priorities • Engaged with people who were already active within the community • Asked them specific questions regarding the Seiriol Ward – what it looks like now and what it should look like in the future and developed a toolkit based on this • Set up 6 task and finish groups based on the

		priorities mentioned in consultation
Learning in Action event 2	Study	<ul style="list-style-type: none"> • Town and community councilors not fully understand this role in the process • Barrier in getting people to attend the overarching reference group due to the sense of formality in the group • Toolkit – barrier in asking questions and writing answers down but this has been adapted to have two people doing this task in order to obtain the correct information from people • Some task and finish groups felt they needed endorsement from the service providers about the priorities they have chosen to work on indicating an imbalance between community and provider
Learning in Action event 2	Act (→ Plan)	<ul style="list-style-type: none"> • Ask people what they need as oppose to what they want • There is a wealth of skills and natural networks within communities that are able to spread the word and get people involved • It is important to get support from the service providers in order to move forward • Feedback it a vital part of the process in getting people involved long term • Forward planning and identifying resources as a project is essential
	Plan	<ul style="list-style-type: none"> • Task and finish groups to set meetings • Task and finish groups to set three priorities to work on • Strategic group to look at links with health board and bring back overall reference group • Task and finish groups to look at how they want their information to be shared

Appendix 12: My definition of Co-production presented at Learning in Action event 2 (30/6/15 Swalec Stadium, Cardiff)

What is co-production?

- Co-production is a broad term which addresses the power relationship between the citizen and 'state' in the provision of public services. Welsh Government have adopted this term through legislation¹ as a way of bringing the third and public sector together with the citizen and community at the centre².



- 1: Social Services and Wellbeing (Wales) Act 2014
- 2: Wales Council for Voluntary Action (2014) Being at the Centre

Appendix 13: Project Summary Paper – The Challenges of Evaluating Co-produced Initiatives

The Challenges of Evaluating Co-produced Initiatives? Findings from Three Projects in Wales

Ceri Dalton (Bangor University), Bryan Collis (WCVA), Paul Carre (Bangor University), Arme Krayer (Bangor University)

Aims
Our aim was to provide an independent view of the challenges of evaluating co-produced initiatives

- We asked 3 questions:
- What is a Co-produced initiative?
 - How is it Evaluated?
 - What are the Challenges of Evaluating it?

Method
We looked at the 'Learning in Action Project', this is guided by the Wales Council for Voluntary Action (WCVA) and Public Health Wales

We selected 3 initiatives that are taking part in the 'Learning in Action' project to look at. We used a case study method and collected information using one to one interviews with project members including service users, field noted from 'Learning in Action' days, project meeting notes and other management information. We are looking for themes in the information that help answer the three questions.

Why co-production?
The Welsh Government has suggested in the Social Services and Wellbeing Act (2014)² that co-production is an essential process in the reform of health and social care services.

What is co-production?
Co-production is a broad term which addresses the power relationship between the citizen and 'state' in the provision of public services. Welsh Government have adopted this term through legislation as a way of bringing the third and public sector together with the citizen and community at the centre³.

The 4 values of co-production

Edgar Cahn⁴ highlights the importance of the following 4 value's in co-production

1. **Recognising Assets**
Identifying the importance of the people who access a service.
2. **Redefining roles**
Shifting of roles to a more equal stance thus empowering the 'lay person'.
3. **Reciprocity**
The need for service user and provider to work closer together in a more collaborative way
4. **Social Capital**
Recognising the strength of communities and support networks, through engagement and building trust.

I think coproduction is about not having anything to start with in terms of your direction of travel, so you're sharing and owning from the very beginning what you want to do. So everyone who's a partner in that work is there at the beginning and is there at every important milestone, every decision that's taken.

Evaluation

What the literature says:

- **Robust evidence of the value of co-production is needed.** This is because the law says that co-production is the approach to use to reform public services.
- **That evaluation of co-production is essential to inform policy and practice.** Key stakeholders need to know whether using a co-production approach is working or not
- **There is a debate about how to show how useful a project is.** How much impact is it having; and is it benefiting those who matter most?
- **A project is never alone.** When looking at a project, program, policy, strategy or initiative, you need to understand how it contributes to a chain of result that produce the intended or actual impacts.
- **Use good evaluation practice.** In order to achieve better outcomes and improved efficiency, a coproduced initiative needs to
 - Include evaluation right from the start
 - Ensure that co-production values are embedded into the evaluation framework
 - Ensure that the service users are actively involved in "shaping, developing and implementing...activities"⁴
 - Look at the impact of changes against the priorities set during the initial stages

What is Evaluation?

Public Health Wales states that, once co-production has been considered, there is then a need to measure the impact of changes against the priorities set during the initial stages, by measuring how effective the process has been against what truly matters to the stakeholders⁵.

Wales Council for Voluntary Action⁶ maintains that once the strategic plan is fully embedded within the organisation, it is time to take stock and evaluate what works well, and just as importantly, what doesn't work as well⁷.

If it's done in a meaningful way it doesn't have to be bureaucratic, it can be transformational



Evaluation

What people say in relation to the literature;

- **How do you evidence the importance of co-production?**
There is an overall awareness of the link between issues on the ground and the importance of the policies and programs that are being developed. If co-production is the best way to implement a policy or program then evaluation should be able to evidence this.
- **Is evaluation of co-production an essential way of informing policy and practice?**
Evaluation would have to add to the transformation of a service by using methods that involve citizens in it's design, delivery and assessment.
- **How would you identify the impact your project is having, and whether it is benefiting those who matter most?**
There is a general understanding that how a service is designed and delivered affects outcomes. For co-produced services, it's about being clear what the goals are and how co-production helps to meet them.
- **How do you measure the progress towards the values of co-production?**
The study mainly used Cahn's 4 values as a basis for the method of inquiry, therefore what project members have said relates to these values
- **What other methods would you use to capture individual experience apart from fixed indicators?**
 - Any method that effectively captures stories and narrative.
 - Open questionnaires can be useful as they can be used to capture evidence that is focused but more flexible than closed questions allow.
 - Meetings and consultations capture direct experience and allow for collective as well as individual experience.

What else do people say?

1. The term 'co-production' can be a difficult term to understand and the language that goes with it can be complex
2. Funding
 - I. Lack of funding can be a barrier as it provides the means for resources
 - II. Projects can be limited by the funding guidelines which means decisions are made at a higher level, potentially impeding the development of co-production
3. There is a challenge in maintaining the focus of co-production, attempting to change traditional ways of working and bringing various organizations together in a multi-agency approach.

What People Recommend

What people involved in a co-produced project expected from evaluation?

- That the views of those who access the service are paramount to it's success therefore the evaluation needs to take this at account on every level.
- Individual experience and understanding of co-production means that agreeing on how co-production is understood is the first challenge to overcome when looking at evaluation.
- Because of the challenges of working in a multi agency setting, agreeing a memorandum of understanding on how you're going to work together needs to be done at the beginning.
- Participants recommend that independent evaluation can be just as important as individual reflective evaluation because it tends to be able to take a more critical viewpoint.
- Individual reflections are just as, if not more, important than fixed indicators as they depict a more realistic indication of what's happening within a project.
- Funding terms need to be much more open ended and flexible to allow projects to change a particular way of working
- If co-production needs to be embedded into the evaluation framework then the co-produced initiative needs to include a value statement that contain Cahn's 4 values.

Did it work?
Who's strengths were what?
What did we change?

How do you make sure that people aren't left out who are affected by what you're doing?

When all the public service cuts go deeper which they are going to, you know, the relationship is going to be tested and that perhaps has to be evaluated as well.

Do you know what you're trying to achieve?
Who do you need to talk to, to find out?



A checklist for Evaluating Co-production

- 1. Why are you doing this?**
What evidence suggest the need for your project? What services are there already? Where are the gaps?
- 2. Values and principles.**
What are the project's underlying principles and do they include the 4 co-production values? (see points 4-7). Have you asked people what they want or need from the service?
- 3. Shared understanding.**
Does your project have a memorandum of understanding on how you will work together? Does everyone share a sense of what co-production is or should be? How can you achieve this?
- 4. Recognising Assets.**
Are the people who matter most to the service being heard? What and contribute to the service? How do you make sure each person's individual skill set is being recognised?
- 5. Re-defining Roles.**
Have you learned a new skill or piece of information as part of this project? Do you think that you are making informed decisions? Do you feel like you have an equal say in matters? Do you feel included? Have you reflected on why you or others are involved in this project? (think about the service user and their need or an organisation and it's motives)
- 6. Being Reciprocal.**
Do you feel a sense of ownership towards the project? Do you want to contribute to the project and is this happening? Is there an open dialogue between everyone, especially service user and provider? Do you feel you have enough peer support from projects or similar initiatives?
- 7. Making the most of Social Networks.**
Do you think that communities and individuals are being engaged with sufficiently? How do you make sure that trust is being built up between your project and the communities or individuals?
- 8. Considering Impact.**
What change has come about as a direct result of your project? How will you show this? Which decision have had the biggest effect on the impact of the project? If you could change something, what would it be and why? What are the barriers to achieving change and how could these be overcome?
- 9. Expanding and Sustaining Co-production.**
Are you promoting the work you do to others? Can your co-production practice be replicated elsewhere? Is the service delivery model you are using flexible enough to change and adapt as you go along?
- 10. General Evaluation Questions.**
Who is the evaluation for? What do they want to know? Are you keeping a record of how and why you did things so you can reflect on what has worked? Will your evaluation inform policy making in co-production?

Acknowledgements

With special thanks to Bryan Collis, Public Health Wales and all the participants who took part in the study by providing their individual knowledge and expertise on the challenges of evaluating co-produced initiatives

All quotes in speech bubbles were from case study participants

Unless you identify yourself as a co-produced service then how do you know that it's been co-produced?

We might just do what people shout loudest for, which may not be the most important thing.

If you want to do something in a co-produced way, you need to think about who needs to be at the table at the beginning from all from the beginning.

References

1. Edgar, Cahn (2000) No More Throw-Away People: The Co-production Imperative.
2. Social Services and Wellbeing Act 2014.
3. Wales Council for Voluntary Action (2014) Being at the Centre
4. Mason, J. and Pemberton, S. (2009) Co-production and Sure Start Children's Centres: Reflecting upon Users' Perspectives and Implications for Service Delivery, Planning and Evaluation. Social Policy and Society, Volume 8, 1:13-24.
5. Dineen, R., Phillips, A. and Spencer, M. (2013) Tools for Improvement. Co-producing Services – Co-creating Health. 1000 lives, Public Health Wales
6. Wales Council for Voluntary Action Website (2015) Strategic Planning. Evaluation <http://www.wcva.org.uk/funding/advice/planning/strategic-planning/evaluation>

Appendix 14: Challenges and Recommendations (by interviewees)

Challenges	Recommendations
<p><i>What is co-production and what is the point of it?</i></p> <p><i>Is evaluation of co-production an essential way to inform policy and practice?</i></p> <p><i>How do you maintain the focus of co-production?</i></p> <p><i>The term co-production can be difficult to understand and the language that goes with it can be complex, how do you overcome this?</i></p>	<ul style="list-style-type: none"> • Individual experience and understanding of co-production means that agreeing on how it is understood is the first challenge to overcome • Co-production needs to be embedded into the evaluation framework right from the beginning to allow everyone to adapt to a shared way of working • Evaluation should be able to evidence the importance of co-production and provide feedback as to whether it is working or not • If co-production needs to be embedded into the evaluation framework the a project needs to contain Cahn's 4 values in it's value statement • The approach needs to be flexible enough to allow a universal language of co-production that everyone can understand
<p>Funding;</p> <p><i>Lack of funding can be a barrier as it provides a means for resources</i></p> <p><i>Projects can be limited by the funding guidelines which means decision are made at a higher level, potentially impeding the development of co-production</i></p>	<ul style="list-style-type: none"> • If co-production is going to work properly then its core aim is to save money and use people as a resource. • Funding terms need to be much more open ended and flexible to allow a particular way of working
<p><i>There is a challenge in attempting to change the traditional ways of working for large organisations such as the NHS</i></p>	<ul style="list-style-type: none"> • Large organisations need to adopt co-production into their core aims and objectives, that way it enables everyone to work this way without coming across barriers to delivery
<p><i>Bringing various organisations together in a multi agency approach</i></p>	<ul style="list-style-type: none"> • Agreeing on how you are going to work together in line with co-productive principles needs to be done at the beginning
<p><i>"Busy people with busy diaries". It can be a challenge getting people around the table to make decisions, how can this be addressed?</i></p>	<ul style="list-style-type: none"> • If traditional ways of working are going to change then people need to be patient and make the effort. Decisions need to be made that involve everyone so taking a little more time to get things right should not be a problem. • If decisions needs to be made quickly, for example funding deadlines, then it should be agreed that this can be done by an appointed person as long as they

	keep the collective informed of what they are doing.
How would you identify the impact your project is having and whether it is benefitting those who matter most? How would you show that an intervention resulted in a particular set of outcomes? How would you show you are achieving improved efficiency and better outcomes?	<ul style="list-style-type: none"> • For co-produced services it is about being clear what the goals are and how co-production helps to meet them • Evaluation can be used to identify key decisions that have had the most impact, either positive or negative • Evaluation should begin as early as possible so it can be built in as the project progresses
Evaluation can mean different things to different people or projects, and the way this is recorded can differ	<ul style="list-style-type: none"> • Individual reflections are just as, if not more, important than fixed indicators as they depict a more realistic view of what's happening within a project. • Independent evaluation can just be as important as individual reflection because it tends to take on a more critical approach.
There is a communication challenge in the way 'lay people' and communities are listened to and how that information is gathered. How can we gather information that is valid and does not involve fixed indicators?	<ul style="list-style-type: none"> • The views of those who access the service are paramount to its success therefore evaluation needs to take this into account on every level • Any method that captures narrative and stories, open questionnaires can be useful as they can be used to capture evidence that is more focused but more flexible than closed questions. Meetings and consultations capture direct experience and allow for collective as well as individual experience.

Appendix 15: Letter of Approval from CBLESS ethics

board

COLEG BUSNES, Y GYFRAITH, ADDYSG A GWYDDORAU
CYMDEITHAS
COLLEGE OF BUSINESS, LAW, EDUCATION AND SOCIAL
SCIENCES



12 March 2015

Dear Ceri

Re: What are the challenges of evaluating co-produced initiatives? A case study of three co-produced projects in Wales

Thank you for your recent application to the CBLESS Research Ethics Committee.

The committee has considered your application and I am now able to give permission, on behalf of the CBLESS Research Ethics Committee, for the commencement of your research project. I wish you well with your research.

Yours sincerely

Dr. Diane Seddon
Chair, College Ethics Committee

cc - Dr Anne Kraye

Registered charity number: 1141565

PRIFYSGOL BANGOR,
CANOLFAN WEINYDDOL
BANGOR, GWYNEDD,
LL57 2DG

FFÔN: +44 (0) 1248 383231
FFACS: +44 (0) 1248 383228
EBOST: Cbles@bangor.ac.uk

BANGOR UNIVERSITY
ADMINISTRATIVE CENTRE,
BANGOR, GWYNEDD,
LL57 2DG

TEL: +44 (0) 1248 383231
FAX: +44 (0) 1248 383228
EMAIL: Cbles@bangor.ac.uk

YR ATHRO/PROFESSOR PHIL MOLYNEUX BA, Mphil, PhD
DEON Y COLEG/DEAN OF COLLEGE

www.bangor.ac.uk

Appendix 16: Ethics considerations

Ethical considerations

Please note, the following was part of the application submitted to the College of Business, Law, Education and Social Sciences Ethics Committee

Ethics

I referred to Bryman (2008) and Yin (2013) for an ethical reference and guidelines, and also the Economic and Social Research Council (ESRC 2012) Social Research Association (2003). The main responsibility of the study and researcher is maintaining the integrity of the underlying principles of the project by adhering to the following ethical topics; informed consent, confidentiality & anonymity, risk/harm, bias, and data storage and disposal.

Informed consent

A memorandum of understanding has been signed by all projects participating in the learning in action project. By signing the memorandum of understanding the individual projects agree that they will provide project reports, that the information and data derived from the project is public and that they understand that a KESS project is taking place. As such the projects are committed to sharing information and participate in evaluation – however, it is important in this case study that potential participants understand that it is **their** choice to take part in this particular study.

In order to ensure informed consent each participant will be sent an information sheet, invitation letter and consent form. These outline what the project is about; explain issues around confidentiality and anonymity and people's right to withdraw.

Confidentiality and anonymity

The confidentiality of those who participate must be protected so that “as a result of their participation. They will not be unwittingly put in any undesirable position” (Yin 2014:78). It is the researcher's responsibility to ensure the

participants emotional and physical wellbeing and to protect the participant from risk of harm.

Effort will be made to maintain the integrity of the interview. It is important to inform participants that discussion of the interview and what was said with others is a breach of confidentiality from both sides. The projects who have participated in this research study will be named in outputs as this is part of the memorandum of understanding. Individual contributions will be anonymised in any outputs of this study. However, the people in the projects are likely to know who else has been interviewed. Quotes will be chosen carefully to ensure that they will not identify individuals. Data will be presented in ways to avoid identification where possible – for example by summarising comments. Care will be taken to maintain the integrity of the individual.

Risk/Harm

By taking part in this research, it is not expected that any harm will come to the participants or others, however it is the researcher's responsibility to ensure this will not occur. As the interview questions are not of a personal nature it is not anticipated that the participant will get upset, but rather that participants may enjoy the opportunity to talk about their project. However if a participant does get upset during the interview it will be paused and a comfort break offered. If the participant makes it clear they do not want to continue then this must be adhered to and the interview to cease. Participants have the opportunity to contact the researcher after the interview if they have any questions or concerns.. The researcher will make every effort to avoid deception or misinformation by being honest and open at all times and keeping the participant informed.

Bias

The researcher will continuously reflect on her position during the study and her own personal bias, which could be any 'pre-supposition or preference that distorts evidence or conclusions" (Bruce and Yearley 2006:20) and will try and take steps in ensure it does not affect data analysis and collection. The researcher is also aware that by being attached to the WCVA through the KESS funding and as the organisation who is conducting the Action in Learning project

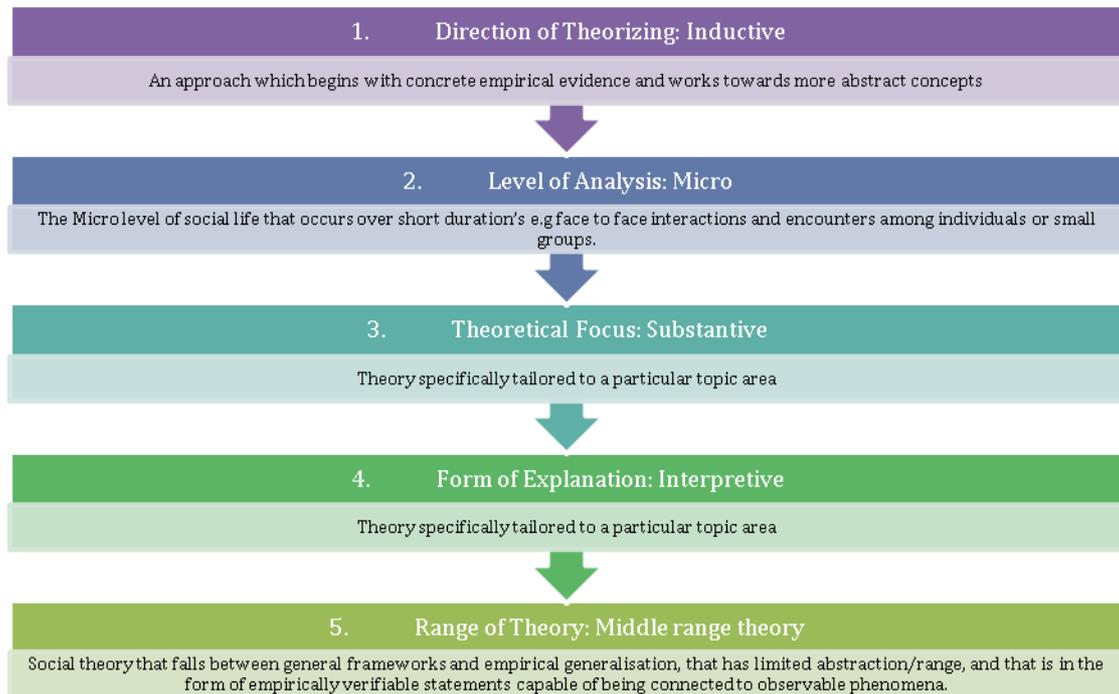
there could possibly be bias or conflict of interest. Steps taken to avoid this will include the ongoing reflection on the research process by keeping field notes and a research diary.

Data storage and disposal

The steps to ensure data protection have been identified and are as follows:

- All digital data will be stored on Bangor University's M-Drive and an encrypted memory stick which will only be accessible to the researcher as they are password protected
- All physical data will be stored in a locked cabinet.
- The data will be used for the purposes of this study only but will be stored until the master's degree is awarded to the researcher.

Appendix 17: Categories of Theorising



Appendix 18: Semi Structured Interview schedule

1. In this section I focus on participant' roles and their views on, and experiences with co-production. Prompts (marked with a hollow bullet point) I only used if the individual struggled to provide detail in their answer.

- The project and the individuals' role within the project
- Responsibilities and existing capabilities
- Distinction between individuals role and other roles within the project
- From the Individuals' perspective, how the project is going
- Relationships between stakeholders
- How decisions are made
- Peer support networks i.e other people who are doing the same thing
- Co-production
 - In your own view, can you tell me what you think co-production is/should be?
 - Is your project any different through adopting co-production?
 - Tell me about whether you think co-production is a useful way of working or not
 - Have you been involved in co-produced projects before? If yes/no, how does it compare?

2. How is co-production evaluated?

- Individual experience of evaluation within the project
- Methods, tools and processes used

- How change is identified
 - How to recognise whether something is working or not
 - Challenges/Benefits of evaluation
 - Individuals' experience of the *Learning in Action* Project
 - Its usefulness to the individual/project
 - Tools, methods and processes used
 - How would you know if co-production is happening within your project? How would you identify it? Tel me more....
3. Challenges of delivering a co-produced project?
- What are the challenges of delivering a co-produced project?
 - What makes that a challenge?
 - How would you measure/evidence it?
 - Individuals input into providing 'things to think about' when delivering and evaluating a co-produced initiative

Appendix 19: Questions for Co-produced Projects to consider in their evaluative practices

<p><i>Evaluation questions for projects to consider</i></p> <p><i>Asset recognition</i></p> <ul style="list-style-type: none"> • What evidence suggests the need for your project? • What services are there already? • Where are the gaps? • Are the people who matter most to the service being heard? • How can you enable and support people to contribute? • How do you make sure each person’s individual skill set is being recognized?
<p><i>Redefining Work</i></p> <ul style="list-style-type: none"> • Does everyone in the project have influence over what matters to them? • Does everyone in the project feel included? • Does everyone (especially those accessing a service) feel they have an influence on the service • Has everyone had the opportunity to reflect why they or others are involved in the project? (Think about those accessing a services and their needs or an organization and its motives) • Does everyone feel that they are able to make informed decisions? • What piece of information or new skills has everyone learned as part of this project?
<p><i>Reciprocity</i></p> <ul style="list-style-type: none"> • Does everyone in the project want to contribute and is it happening? • Does everyone feel a sense of ownership towards what they do within the project or the project itself? • Is there an open dialogue between everyone, especially between service user, community and provider? • Do people within the project feel they have enough support from each other, and from other initiatives? • What steps are you taking to build relationships, especially between service user, community and provider?
<p><i>Social Capital</i></p> <ul style="list-style-type: none"> • Are communities and services users being engaged with sufficiently? • How is the project developing and building on trust between the organisation(s) and the service users/communities? • What other support networks do service users and communities have and are these being considered?
<p><i>Addressing Potential Challenges</i></p> <ul style="list-style-type: none"> • Does everyone within the project have a shared sense of understanding of what co-production is? • Has everyone within the project agreed on how they are going to work together and does this include a shared understanding of how to put co-production into action? • Are there organisational rules and frameworks that may hinder co-production and how can they be addressed?

- Is the service delivery model you are using flexible enough to change and adapt as you go along?
- Are projects factoring time into their planning? (Think about how long it takes to do certain tasks, make decisions as a collective and deliver certain aspects of a service)

General Evaluation Questions

- Who is the evaluation for?
- What do they want to know?
- Are you keeping a record of how and why you did things so you can reflect on what has worked?
- What change has come about as a direct result of your project and how will you show this?
- Which decisions have had the biggest effect on the impact of the project?
- If you could change something, what would it be and why?
- What are the barriers to achieving change and how could these be overcome?
- Are you promoting and sharing the work you do with other organisations? (This is about shared learning)
- Can your co-production practice be replicated elsewhere?
- Will your evaluation inform policy making in co-production?