



Report - to date - of the Strategic Public Social Partnership (PSP) Model in Scotland



PEOPLE, COMMUNITIES AND PLACES

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1. Introduction

This report¹ presents findings of the research commissioned by the Scottish Government Third Sector Unit to explore the progress, to date, of the Strategic Public Social Partnership (PSP) model in Scotland. In order to assess the progress of the model, we have carried out a realist evaluation (for a full description of the methodology see Appendix 1) and have sought to contextualise the Scottish model within current academic debates around co-production, and to provide a review of alternative PSP models being delivered internationally and elsewhere in the UK (see Appendix 2 for a full description of the models reviewed).

Realist evaluation has been chosen as the approach best suited to address the aims and objectives of this research: to explore the progress of the Strategic PSP model in Scotland and advise on future investment relating to this (for a summary of the methods see Table 1). Realist evaluation emphasises the role of context and plurality of perspectives in shaping the outcomes of a programme, and is used to identify patterns, generative mechanisms and contextual conditions – what happens, how it happens, and in what context it happens - which can then help to assess what works, for whom, and in which circumstances (Blackwood et al., 2010; Pawson, 2013; Pawson et al. 2012; Pawson et al. 1997).

¹ For the Research Findings Summary see: www.gov.scot/strategicpublicsocialpartnership-researchfindings

Table 1 – Summary of methods of data collection used

Methods	
Primary Data	Secondary Data
<p style="text-align: center;">Face-to-face interviews and focus groups have been central to primary data collection</p> <ul style="list-style-type: none"> ✓ 28 in-depth face-to-face interviews with SPSP strategic coordinators – the leads, operational managers and partners ✓ Four focus groups with key members of four SPSPs ✓ 13 interviews with key stakeholders including Ready for Business Consortium representatives, Third Sector funders, Scottish Government officials 	<p style="text-align: center;">Review of available literature and sources of secondary evidence</p> <ul style="list-style-type: none"> ✓ Review of alternative PSP models delivered elsewhere in the UK and further afield – literature and sources of evidence ✓ Review of literature and data collected pertaining to each of the six SPSPs, including documents shared with the Scottish Government, the six SPSPs, and Ready for Business

Note: SPSP (Strategic Public Social Partnership)

Following this introductory section, the structure of this report is as follows:

- Section two presents the findings of the scoping review of the literature and international alternative PSP models. The diversity of co-production models has given form to numerous experiments across Europe and further afield. Within the context of this report, we can only provide a brief overview of the diversity of examples to be found. However, we have attempted to reflect upon the successes and challenges faced by each².
- Section three focuses on the results of the assessment of the progress to date of the Strategic PSP model. Finally, section four concludes the report by discussing the lessons learned, on the basis of which, considerations for future developments are proposed.

² It should be noted that while efforts were made to look for evaluation reports – to answer the question of ‘what has (or has not) worked’ – seldom have these evaluations included processes of partnership development and collaborative ways of working, privileging outcome measurements.

2. Co-production in public services: definitions and models

The ways in which public services are designed, regulated and financed has been the focus of academic attention for decades (Castles et al., 2010; Esping-Andersen, 2002; Ferrera, 2010; Pierson, 2006). It is only more recently that the state, private sector, families and communities, and the Third Sector are recognised as part of a “mixed economy of welfare” (Powell, 2007, pp.2). This is partly because of the emergence of more pluralist models of governance and provision of welfare services. Such models are most often based on public–private networks, where citizens and Third Sector organisations play a role as ‘co-producers’ of public services (Pestoff, 2012) with the involvement of citizens and Third Sector organisations in rethinking public services from planning through to delivery (Brandsen and Pestoff, 2006; Osborne, 2006; Voorberg et al., 2015). Such processes inevitably involve a rebalancing of responsibilities and power dynamics between the state, Third Sector and communities (Alcock, 2012).

Co-production is a broad and contested concept that can assume different meanings and definitions in different political, cultural and institutional contexts (Brandsen and Pestoff, 2006a; Cahn, 2000; Parks et al., 1980; Ewert and Evers, 2012; Pestoff et al., 2006; Verschuere et al., 2012). Some scholars have focused mainly on the role of citizens and Third Sector organisations and their relationships with the state in delivering public sector services (Bovaird, 2007; Pestoff et al., 2006), while other researchers have included aspects of service commissioning, design, delivery and evaluation into its definition (Boyle and Harris, 2008; Löffler, 2009; Needham and Carr, 2012). In the first conceptualisation, co-production is separated from co-governance and co-management to explore how the different actors play a role in producing goods and services within the mixed economy of welfare (Brandsen and Pestoff, 2006), in the latter it acts as an umbrella term that covers the entire process of citizen and Third Sector involvement (Bovaird, 2007).

Based on these different definitions, four different models of collaboration (Co-Governance, Co-Management, Partial Co-Production, Full Co-Production) can be outlined from the literature and these are presented in Table 2.

Table 2 – Models of collaboration (Modified from Bovaird, 2007; Pestoff, 2012)

		Responsibility for designing public services		
		Public Sector	Public Sector and Citizens/Third Sector Organisations	Citizens or Third Sector Organisations
Responsibility for delivery of public services	Public Sector	1. Traditional Public Administration Planning and Delivery	2. Co-Governance (role of citizens and/or Third Sector only in planning)	3. Partial Co-Production (role of citizens and/or Third Sector only in planning without collaboration of the public sector)
	Public Sector and Citizens or Third Sector Organisations	4. Co-Management (role of citizens and/or Third Sector only in delivery of services in collaboration with public sector)	5. Full Co-Production (role of all the actors in planning and delivery of services)	6. Partial Co-Production (role of citizens and/or Third Sector in planning and in delivering in collaboration with public sector)
	Citizens or Third Sector Organisations	7. Co-Management (role of citizens and/or Third Sector only in delivery)	8. Co-Governance (role of citizens and Third Sector in planning and delivery)	9. Partial Co-Production (role of citizens and/or Third Sector in planning and delivering without the public sector)

This section of the report presents the findings of the scoping literature review (see Appendix 1 for the full description of the methodology). The Strategic PSP model can be considered as an example of co-production which should be understood as part of a wider international movement, rooted in the idea of citizen participation in the design and delivery of goods or services (Parks et al., 1981), thus not a solely Scottish attempt to promote collaborative practices.

A greater involvement of Third Sector organisations and citizens has been promoted both in the UK and in other countries to face societal challenges and

budget constraints. This involvement has been developed in different ways, reflecting different political, cultural and institutional contexts. Traditionally, European countries have developed a variety of approaches to involving citizens/users/the Third Sector in public services, ranging from simple interactions in the delivery process, to more active and substantive consultation in decision-making.

The alternative models of PSPs found internationally and presented in this report are rooted in the contexts from which they emerged and developed. Overall, the examples reported in this report cover almost the entire range of partnership processes presented in Table 2. For instance:

- from co-management to co-production models (Italy);
- co-governance (Netherlands);
- from traditional public service delivery to partial co-production models (Finland, Sweden and Denmark);
- alternative models to reshape services (UK).

The socio-economic and cultural contexts that exist within different regions of the world (Doherty et al. 2009) and distinct welfare regimes ultimately influence the various experimentations. Even within each of the national contexts, significant variations can be found. In the following sections we discuss a number of identified alternative models of co-production (see Appendix 2 for a full description of the models reviewed).

2.1 From a co-management model to a full co-production model: Italian models

In 1991, an Italian law established the involvement of social cooperatives (Italian social enterprises) as the main and preferred partner in delivery of public services (particularly health and social care) (Calo and Teasdale, 2016). In 2000, direct procurement without a tendering process was permitted for contracts lower than the limit established by European Union directives (209,000 euro). This legislation had encouraged the promotion of social cooperatives as the main deliverer of public services and the increasing number of social cooperatives (Venturi and Zandonai,

2014). It also enforced the development of Area Plans (Piani di Zona) in which local councils must work together with Third Sector organisations to design and promote social policies. This Area Plan is still a vehicle to program and identify local social priorities, strategic objectives and instigate operational plans aimed at integrating and delivering effective social and health care services. The construction of the Plan involves a collaborative process among public sector officials (mainly at the local level), the Third Sector and citizens.

A result of these policies has been a more structured relationship between the public and Third Sectors and the promotion of full co-production models (as seen in model 5 of Table 2) such as those developed in Brescia (for example Brescia Città del Noi) or Milan (Bollate Prison) which represent a new way of redesigning (in the former) or developing welfare services in the latter example.

Lessons emerging from the Italian cases

A number of key messages appear to emerge from these cases. Firstly, in Italy, specific legislation has promoted the role of the Third Sector - and social enterprises specifically - as favoured actors in the delivery of public services. Direct procurement has been established in specific cases and co-production processes have been enforced at a local level. In turn, this has encouraged the involvement of Third Sector organisations in the planning and delivery of public services (Venturi and Zandonai, 2014) and, in some cases, the recognition of the need to train officers in order to instill new practices and ways of working that might bring more long-lasting outcomes. However, as in the case of Bollate Prison, the legislation alone was insufficient to replicate the model or the experiences in different contexts.

Secondly, sustainability remains an issue. In Brescia Città del Noi, a working group was set up from the outset to investigate options. Given the challenges related to changes in service delivery, exploring how to redirect budgets where money is needed the most should be at the core of experimentation. Early structures and mechanisms, such as a sustainability plan, to explore how this challenge can be overcome, has been created.

2.2 Models of co-governance in the Netherlands

In the last few years, central government in the Netherlands has devolved responsibilities to local authorities for youth care, welfare work, and social assistance. In the meantime, local government felt it was necessary to adopt an increasingly participatory approach to policy and programme development, becoming more receptive to collaborating with private actors (OECD, 2017). One of these examples of collaborative working is to be found in Utrecht, where public authorities, Third Sector organisations and communities have begun to work together to respond to the Healthy Urban Living agenda. This example – called the Social Impact Factory represents a case of co-governance (model 8 in Table 2). Welkom in Utrecht is a second example of a co-governance case, where citizens and the public sector work together towards implementing services to address the needs of asylum seekers and migrants.

Lessons emerging from the Dutch cases

In a context where Third Sector and private companies have rarely been involved in service design/delivery, these examples of co-governance have created a space for different actors to test ideas. However, the rigidity of tendering processes limits the opportunities for Third Sector organisations to be involved. Exploring such issues is key to understanding how best to mainstream the activities of Third Sector organisations into the delivery of public services.

2.3 From traditional public service delivery to partial co-production models – Finland, Sweden and Denmark

Although northern European countries have been indicated as promoting a strong role for the state in providing services, they are currently facing major challenges in maintaining and developing public services (OECD, 2017). The idea of enhancing the role of citizens in providing welfare services has seldom gained attention from scholars and politicians in the last decade as a way of planning and delivering welfare services (Pestoff et al., 2006). However, there are relatively few examples of partnerships supporting the involvement of the Third Sector in providing services in collaboration with the public sector (Ibid, 2014).

This trend had been exemplified by the introduction of specific tendering processes, such as those developed in 2007 in Finland (SEEN, 2000), whereby social clauses were included in the procurement process, weighting the inclusion of disabled and long-term unemployed people among the criteria used for the tendering, in order to support and promote the engagement of Third Sector in the provision of services. Partnerships are a long-established practice of Finnish rural development work and several policy programmes promote the emergence of social partnerships.

Lessons emerging from the Finnish, Swedish and Danish cases

Most of the cases presented discuss services that are additional to mainstream provision and whilst they involve varying degrees of success, they are perceived as supplementary to public provision which is generally perceived to be working well already. Overall, the alignment of mission, vision and interests at organisational, partnership and strategic levels appear to be critical factors in supporting the development of effective partnership working, and the possibility of replicating projects in different contexts.

2.4 Alternative models for reshaping services through co-production – the UK

In the UK the commitment, across different governments, to increase the role of Third Sector organisations and social enterprises in service delivery is increasing. In general, this involves treating them as a substitute to, or replacement for, existing (public) providers in a competitive market (Alcock, 2016; Sepulveda, 2015). The move towards co-production (in Westminster at least) has been seen by some critics as a cynical re-label of existing welfare models in the face of massive planned cuts to public expenditure (Nicholls and Teasdale, 2016). However, most commentators recognise that co-production does also offer a transformative model for the future (Needham and Carr, 2012). There are numerous examples of initiatives that resemble PSPs, or at least have principles that resemble the underlying notion of co-production elsewhere in the UK, but particularly in England in the fields of health and social care. They include different forms of social investment, where a variety of partners join forces with Third Sector organisations in order to tackle social issues. For example, Social Impact Bonds are a form of

Payment By Results initiative, whereby investors fund some or all of the upfront or operating costs of an initiative or intervention. If the intervention succeeds in delivering agreed improvements in outcomes for service users, investors are repaid their investment plus a return on that investment by central or local government departments. If agreed outcomes are not achieved, investors do not receive a return, and lose some or all of their investment. Since their introduction, Social Impact Bonds have been central to numerous academic debates concerning their validity and legitimacy as an alternative way to sustaining service provision (see for example Sinclair et al., 2014).

Other examples include Safe Families for Children³ and the Partnership for Older People, where the idea of collaborative process has been identified as an alternative model to finance public services. Safe Families for Children and the various Social Impact Bond initiatives most closely represent cases of co-governance (model 8 in Table 2) while Partnership for Older People represents a case of full co-production (model 5 in Table 2).

Other examples include BounceBack and Connected Care, where the co-production approach has been explored as a vehicle to promote a stronger relationship between the public and Third Sectors, involving the Third Sector as a voice of the community. BounceBack and Connected Care most closely resemble cases of partial co-production (model 6 and model 9 in Table 2). Finally, Recovery College has used the co-production approach to develop additional services to health care and it represents a case of full co-production (model 5 in Table 2).

Aside from participatory budgeting⁴, various collaborative commissioning approaches have also been developed elsewhere in the UK, promoting different procurement processes to include Third Sector organisations and service users in designing and delivering services. A Development Partnership is formed when a range of partners from different sectors (public sector, Third Sector and private

³ Additional sources of information: https://www.dartington.org.uk/projects/safe_families_for_children_9; <http://www.safefamiliesforchildren.com/wp-content/uploads/2013/10/sffc-report-092012.pdf>; <https://www.gov.uk/government/publications/safe-families-for-children>

⁴ For information on Participatory Budgeting in Scotland see: <https://pbscotland.scot/>
<https://beta.gov.scot/policies/community-empowerment/participatory-budgeting/>

mainstream for profit business) come together to tackle problems through a long term, shared and strategic approach to identifying, testing, resourcing and rolling out new services. The process is similar to the one promoted in Public Sector Partnerships. However, it includes also the private sector in the design and delivery of the service.

Partnership Purchasing (or Joint Commissioning) is a vehicle that allows two or more public bodies to collaborate to purchase services for individuals as an integrated package. Each public sector organisation contributes resources in return for the outcomes it wants to buy on behalf of the individual. It can also be used to pool budgets among different sectors and departments. This model has been implemented in Health and Social Care, as a way to develop partnerships. The joint work can also develop a Multiple Outcomes Commissioning process, which is when a public body achieves more than one of its desired outcomes from one commissioning process, by joining up purchasing decisions across departments. It is a vehicle to pool different budgets and integrate services achieving outcomes in different sectors. This model has been, for example, implemented in a capitated outcomes-based contract in Milton Keynes⁵.

Alliance Contracting is a form of outcome based contract, in which no new legal form is created but the partners are equal in taking collective decisions. It is a commissioner led agreement and the commissioner shares the risk with the partners. It has been, for example, implemented by NHS Lambeth Clinical Commissioning Group in collaboration with Lambeth Council⁶.

Finally, the development of Joint Ventures is another way to share strengths, minimise risks in the commissioning process. For example, the Accessible Transport Group or Greater Manchester Accessible Transport⁷ addresses specific needs or they can represent consortia agreements among different organisations.

⁵ Additional source of information: <http://www.pwc.co.uk/assets/pdf/beginning-with-the-end-in-mind.pdf>

⁶ Additional source of information: https://www.kingsfund.org.uk/sites/default/files/media/linda-hutchinson-alliance-contracting-27.03.14_0.pdf

⁷ Additional sources of information : <http://www.atgroup.org.uk/about/index.html> and <http://www.tfgm.com/ringandride/Pages/GMATL.aspx>

Lessons emerging from cases from the rest of the UK

There are three main themes emerging from the case studies from the rest of the UK: the importance of sustainability; mechanisms to support partnership working; and the importance of process evaluation. Firstly, the issue of sustainability emerges whether in relation to funding pilots or in terms of mainstreaming new or redesigned services. For what concerns the former, three different approaches have been used reflecting different 'locations' of the risk: whether on the public sector at a local level (Recovery College and Connected Care), at a national level (Partnerships for Older People Projects (POPP) and BounceBack) or on an external investor (HMP Peterborough Social Investment Bond, Social Bridging Finance Model and Social Investment Partnership). The latter however appears to be more problematic, with no evidence as to workable examples. Indeed none of the cases reported here have been funded after the pilot phase. It is recognised that long-term sustainability and commissioning of the re-designed or new services should be discussed at the outset. This is particularly relevant when it concerns pooling budgets among different agencies and organisations, as highlighted in the POPP evaluation report.

Secondly and inevitably, partnership working presents several challenges, particularly in terms of resources and time intensity but also in terms of conciliating the agenda, remits and structure of the partners involved. At a practical level, training provision appears to be important in order to support those involved in understanding commitment and procedures. The main mechanisms identified to address these issues are to align vision and objectives from the outset, to develop management and structural plans in order to increase collaboration. Also, more practically, sharing the same office and stimulating communication activities are some of the processes to be promoted to increase collaboration, but also trust among partners. Finally, evaluation of partnership working and processes are highlighted as important to understand what works beyond outcome measurement. Difficulties in using traditional evaluation approaches have been identified in different case studies, thus it is important to explore methodological approaches to unpack complex interventions and provide suggestions as to replication in different contexts.

2.5 Key messages emerging from the literature and case studies

A number of key messages emerge from the literature and case study reviews. Firstly, the evidence gathered suggests there is an issue relating to rendering the relation between public and Third Sector organisations to be more compatible to collaboration. This may refer, for example, to the development of clear strategic objectives, the transformation of structures and procedures to ensure that they are fit (or a better fit) for purpose, and the presence of an effective infrastructure to communicate with each other (Andrews and Brewer, 2013; OECD, 2011). Co-production requires changes in the commissioning process and in apportioning/pooling budgets, therefore the financial frameworks underpinning each organisation involved should accommodate collaborative attempts rather than penalise them. For example, the transformation of the Italian commissioning process enabled social cooperatives to be identified as the main and preferred service providers⁸. This, in turn, facilitated collaboration and consortium development among social cooperatives to address identified needs – through service provision. In the examples from the rest of the UK of collaborative commissioning approaches and participatory budgeting, mechanisms have also been developed to include Third Sector organisations and service users in designing and delivering services.

Secondly, and linked to the point above, a compatible environment has to exist to ensure top-level commitment and leadership. These factors, and the capacity to engage with partners were all identified in a survey conducted among countries as the commonly-cited factors for success in collaboration (OECD, 2011). This is also reflected in some of the cases reported. Cycling without Age and Brescia Città del Noi are clear examples of the importance of top-level commitment for encouraging the establishment of a collaboration process. A strong attitude towards collaboration was also important in Bollate Prison, Safe Families for Children, HMP Peterborough, and Sports Village. Being committed to co-production means also considering the time and resources necessary to make the project work, developing

⁸ It should be noted that in Italy (like many other EU countries) social enterprise/firms/cooperatives type b) have a legal status thereby making it much easier to use reserved contract provisions/social clauses in favour of these social partners.

trusting relationships and sharing learning (Wise et al., 2012). Ensuring that specific training is provided to all of those involved appears a feasible solution to enable processes of collaborative working.

Thirdly, there is a clear indication that a sustainability strategy should be identified right at the start of the process, with a view to ring-fencing funding from the outset. There are currently a variety of models identified to fund pilots, however long-term sustainability still represents a major challenge. In some cases, vehicles such as Partnership Purchasing may promote more collaborative ways to co-fund services. However these are seldom used in commissioning.

Fourthly, evaluating mechanisms and processes should be promoted alongside outcome measurements. The lack of an empirically orientated understanding of what happens in terms of outcomes when citizens and/or the Third Sector are involved in public service provision (Brandsen and Pestoff, 2006; Cunningham and James, 2011) can affect the willingness of participants to engage in this process (Fuglsang, 2008). The inappropriateness of some approaches has been explored both in academic literature but also in the models reviewed such as Safe Families for Children, Bounce Back and Social Impact Bonds (Durose et al., 2017). There are alternative rigorous methodologies that, if employed, could be helpful to evidence the contribution of co-production (Durose et al., 2017). Realist evaluation is one of these approaches. This method emphasises the role of context and allows a variety of perspectives in shaping the outcomes of a programme, helping to assess not only what works, but also for whom and in what circumstances (Blackwood et al., 2010; Pawson, 2006; Pawson and Manzano-Santaella, 2012; Pawson and Tilley, 1997).

Finally, and overall, the review of the literature indicates that the variety of models and their diverse application in different contexts also requires attention when dealing with co-production. It is evident that different models have been conceptualised with different aims and rationale. Some of the models have been promoted as a vehicle to reshape services to provide a more effective alternative to the status quo. Other models were promoted as alternative financial mechanisms to fund new or change existing services, while others have promoted co-production as

a mechanism to include service users in designing services or as a model to strengthen the relationship between the public sector and Third Sector. This different understanding of the meaning of co-production in public services has created a fragmentation of models that risk affecting the achievement of long-term outcomes.

Co-production in public services: definitions and models – Summary of key points:

Co-production is a broad and contested concept that can assume different meanings and definitions in different political, cultural and institutional contexts.

A diversity of co-production models has given form to numerous experiments across Europe and further afield. A common set of issues emerging from the review of a number of international examples of alternative PSP models indicates that:

- There seems to be common issues relating to ensuring that relations between public and Third Sector organisations are compatible with collaboration.
- Top-level commitment and leadership are needed to develop a more compatible environment.
- There is a clear indication that a sustainability strategy should be identified right at the start of the process, with a view to ring-fencing funding from the outset. There are currently a variety of models identified to fund pilots, however long-term sustainability still represents a major challenge.

3. Assessing the progress of the Strategic PSP Model in Scotland

The themes emerging from the analysis of the data are presented in the following sections explaining what the outcomes were, how these were achieved, and the influence of context in each case. This section provides firstly an overview of the six Strategic PSPs, reflecting on their specific development and differences. Secondly, what worked and what did not work in relation to the Strategic PSP model in Scotland is discussed, organised in line with the outcome patterns and generative mechanisms recognised, and also in terms of their relevance at three different 'levels': the organisational level; the partnership level; and the structural level.

3.1 Background to the Strategic Public Social Partnership Model

Public Social Partnership (PSP) refers to partnership working at strategic, development and delivery levels, involving collaboration between actors from different sectors of the economy – in this case from the public and Third Sectors in the main – to design services appropriate to the needs of service users (SEEN, 2000). In Scotland, from 2006 onwards, a number of pilot projects were established to test procurement opportunities allowing Third Sector organisations to meaningfully contribute to the design and the improvement of public services. As part of wider attempts to grow the 'enterprising' (or trading) part of the Third Sector, through attempting to offer longer-term financial security for social enterprises, and, indeed, improving public service provision, a significant amount of investment was directed towards this aim.

In 2006/07, three pilots were tested with the aim of improving collaboration among the public and Third Sectors in designing services. The EQUAL Social Economy Scotland Development Partnership provided funding and support for this first round (European EQUAL Community Initiative programme). Later, between 2009/10, the Scottish Government funded a programme to develop PSPs across the country, built around the concept of co-planning. Ten pilots were identified, and they underwent three stages of development. Initially, Third Sector organisations worked

with public sector commissioners to design a service. Consortia of Third Sector organisations then delivered the service as a short-term pilot, refining the service to maximise community benefit. Finally, the service (designed involving service users and developed to maximise community benefit) was tendered for longer-term delivery⁹.

The Scottish Government's Guide to Forming and Operating Public-Social Partnerships defined a PSP as, "A strategic partnering arrangement which involves the Third Sector earlier and more deeply in the design and commissioning of public services" (Scottish Government, 2011). In 2012, the Scottish Government's Third Sector Unit¹⁰ supported the development of six further Strategic Public Social Partnerships (Strategic PSP) to be involved in the re-design and delivery of 'new' services in specific strategic sectors. Moreover, three Change Fund streams¹¹ were created by the Scottish Government to help drive a shift towards preventative spending by promoting partnership working between public and Third Sector organisations (and the private sector) in delivering new services in three areas: early years, criminal justice and care for older people. This research focuses specifically on the learning derived from the experience of the six Strategic PSPs.

The six Strategic PSPs

The six Strategic PSPs are all very different. They commenced at different points in time and are thus at different stages of development. They are located in diverse contexts, in terms of both geography and sectors, including: prisoner throughcare

⁹ It should be noted that none of the 10 PSPs in this programme went to procurement although that was the long-term aim of the programme.

¹⁰ It should be noted that The Developing Markets Programme (2011-14 and 2014-18) Contracts awarded by the Scottish Government to the Ready for Business Consortium was the first time the Government introduced: the concept of Strategic PSP; separate PSP investment; and, intensive consultancy support delivered by the RfB Consortium.

¹¹ The following evaluation reports in the context of the Reducing Reoffending Change Funds include analysis of the opportunities and challenges faced by PSPs in Scotland: Reducing Reoffending Change Fund, Evaluation of Year 1 (Iconic 2013) <http://www.gov.scot/Topics/Justice/policies/reducing-reoffending/change-fund>

Evaluation of the Reducing Reoffending Change Fund (Ipsos Mori 2016) <https://ems.ipsos-mori.com/researchpublications/publications/1793/Evaluation-of-the-Reducing-Reoffending-Change-Fund.aspx>

Evaluation of the Reducing Reoffending Change Fund (Robertson Trust 2017)

<http://www.therobertsontrust.org.uk/innovation-and-learning/publications/evaluation-of-the-reducing-reoffending-change-fund>

support; community transport; mental health; health and social care; day services; and recovery from heavy substance dependency. There is also significant variation in the way that the six Strategic PSPs are governed, involving different agreements and led by different institutions. For most, the leadership has been acquired by public sector organisations (i.e. East Renfrewshire Health and Social Care Partnership; NHS Lothian; and Strathclyde Partnership for Transport (SPT)), while in only two cases the Third Sector organisations have emerged as the lead partner. In the case of Elevate, although NHS Greater Glasgow and Clyde was the initiator of the Strategic PSP, the lead elected is Glasgow Council on Alcohol. A different rationale has been used as the basis for their development in each case: for example, some of them have been established to design new services, while others to rethink existing services and to increase the voice of service users in public services. In addition, while all Strategic PSPs have been funded by the Scottish Government Third Sector Unit, a few have also attracted a mix of public (e.g. NHS and/or local council) and other funds (e.g. Big Lottery and Robertson Trust).

The six Strategic PSPs are:

- **HMP Low Moss – Prisoner Support Pathway.** Established in 2012, this Strategic PSP aims to develop and test a new approach to improving the throughcare support of offenders serving a short-term sentence;
- **NHS Lothian** - Established in 2013 with the initial aim of re-designing rehabilitation services. This Strategic PSP now includes five distinct projects each with a social partnership focus aimed at re-designing living well care, using sport to address health inequalities, and re-designing a specialist service for people who have experienced complex trauma;
- **East Renfrewshire Health and Social Care Partnership (HSCP) – Supported Living Services.** Established in 2012, this Strategic PSP aimed to review and re-design supported living services for people with learning disabilities;

- **The Life I Want (TLIW)** was established in 2012. This Strategic PSP was established to increase the voice of adults with learning disabilities in planning and designing health and social care services, and promoting awareness about adult learning needs;
- **Strathclyde Partnership for Transport (SPT)** – Community Transport was established in 2013, with the aim of developing and testing demand-responsive transport services and building the capacity and capability of the community transport sector; and
- **Elevate** was established in 2016. Elevate aims to increase employment and training opportunities for people in recovery from drug and/or alcohol dependence.

Overall, the Scottish Government has invested £2,759,368 in the Strategic PSP models from 2012 to date. As well as financial support, the Strategic PSPs have also benefited from extensive support from the Ready for Business (RfB) Consortium through the Developing Markets for Third Sector Providers contract ('Developing Markets contract')¹². This was awarded to the RfB Consortium by the Scottish Government covering the period from November 2011 to March 2017 (total value of £5.1 million over the duration of the contract). The RfB Consortium consisted of a two-tier structure, with a governance group involving Social Firms Scotland, SENSCOT (Social Entrepreneurs Network Scotland) and CEiS (Community Enterprise in Scotland), and a project partnership including MacRoberts solicitors, KPMG and Social Value Lab. Latterly, Sustainable Procurement Ltd was also involved. The involvement of private consultancy firms was not new; indeed, PricewaterhouseCoopers supported the development and implementation of the 10 PSPs developed in 2009/10 through a dedicated Scottish Government PSP programme.

As part of an initial 'developing the market' phase, the Consortium delivered awareness raising events in many parts of the country, introducing Community Benefit Clauses and PSPs. In the later phase, however the focus changed to more 'hands-on' support, such as facilitating the design of governance structures, the

¹² <http://readyforbusiness.org/>

construction of Memoranda of Understanding, and stimulating the process of actually designing the particular activities that form a PSP (this latter activity led by KPJ G and Social Firms Scotland). Through this one-to-one support, RfB members also pulled in specialist support when required in legal and other matters. Finally, some members of the RfB Consortium also stimulated a range of strategic engagement opportunities, acting as brokers within the various PSPs, as well as within some of the partner organisations.

In their early stages of development, contact with representatives of the Ready for Business (RfB) Consortium was essential to the adoption of the Strategic PSP model, either because they heard about it through a RfB event or they directly engaged with members of RfB who suggested the Strategic PSP was the appropriate model. For example, for NHS Lothian the idea of using the Strategic PSP model came from “[...] earlier conversations [the lead] had been having with [RfB] that we could do this as a public social partnership; that made absolute sense.” For the Strathclyde Partnership for Transport Strategic PSP, the idea of using the model came from the lead who “[...] had come across the PSP model. And thought that the model actually fitted in with what [the lead] was trying to do, both in terms of developing the community transport sector, but more importantly SPT in relation to the transport it provides.”

Table 3 shows the budget invested by the Scottish Government for each of the Strategic PSPs. Some of the Strategic PSPs, as previously outlined, have also received funds from other organisations. For example, Low Moss Strategic PSP was successful in attracting £280,511 from the National Lottery, Robertson Trust and the local council. Strathclyde Partnership for Transport invested/ring fenced a further £101,459.00 for the Strategic PSP, and similarly in the East Renfrewshire Strategic PSP, the local authority invested a further £135,000. Elevate Strategic PSP received an additional £165,000 from NHS Greater Glasgow and Clyde.

Table 3 – Scottish Government funds

PSP	Start Up 2012-13	Pilot (Yr 1) 2013-14	Pilot (Yr 2) 2014-15	Pilot (Yr 3) 2015-16	Pilot (Yr 4) 2016-17	Pilot (Yr 5) 2017-18
Low Moss Prison	£51,139	£183,000	£200,000	£200,000	£311,000	-
NHS Lothian Strategic PSPs	-	£64,792	£65,272	£65,272	£230,000	£150,000
East Renfrewshire HSCP (final year of funding 2015-16)	£21,857	£27,095	£43,712	£43,712	-	-
'The Life I Want'	£18,000	£157,856	£112,793	£112,793	£50,000	£50,000
SPT Community Transport	-	£29,329	£78,223	£78,223	£130,000	£85,000
Elevate (start up in 2016-17)					£100,000	£100,000
	£90,996	£462,372	£500,000	£500,000	£821,000	£385,000
Total across all PSPs in all years						£2,759,368

Origin and development

Different rationales have been the basis of both the origin and development of each of the Strategic PSPs. Some of the partnerships such as East Renfrewshire, Elevate and some of the projects included in the NHS Lothian PSP were created to re-design services, and were aimed at improving service quality and more collaborative ways of working, often in response to policy developments. For example:

“A lot of our models [of working] were historical and didn’t necessarily work as well as they should...a lot of the models that were there were to suit an old model and not so much individuals. But things are much more inclusive with the personalisation agenda, things like that. We needed to be focusing much more on individual outcomes rather than just keeping three people in a house together. So that was kind of where the PSP came from, with SDS [Self-Directed Support] legislation, the personalisation agenda, and just moving forward to much more modern thinking.” [East Renfrewshire]

Other partnerships used the Strategic PSP model as a vehicle to include more organisations in service provision and offer an increase in opportunities to beneficiaries and service users, as in the case of Elevate and NHS Lothian:

“So, we wanted to see better outcomes... So, we had a vision for a Public Social Partnership where we could bring in more partners and offer more opportunities.” [Elevate]

“So we were hoping that as a partnership, as a PSP, that that would facilitate trying to get people the help they need more quickly.” [River Centre – NHS Lothian]

In other Strategic PSPs, the partnership was established to increase organisational learning between the Third and public sectors and to improve the capacity of community organisations to potentially provide future services. For example, in the case of SPT Community Transport, the partnership aimed to increase standards of services and quality of community transport organisations, particularly to enable

their future provision for a specific part of the population (most notably older people).

The origin of the Low Moss Strategic PSP related to the possibility of developing a different (and new) service in a recently constituted setting such as the recently re-developed HMP Low Moss. The PSP model was used to encourage the public and Third Sectors to work together to collaboratively plan and deliver a new service aimed at addressing the specific unmet needs of short-term prisoners:

“So, the director says to the new governor: don't make it just like another prison. Try and think of different ways of doing things, because clearly for lots of people that come into prison the way we do it just now just isn't working. So that led to him inviting in loads and loads of Third Sector and other bits of the justice sector, other bits of the public sector and saying: what's your proposition for us? What can you do for us to make Scotland a safer place?” [Low Moss]

In The Life I Want Strategic PSP, the main aim was initially to address the gaps caused by closure of some services for adults with learning disabilities. Over time, however, the Strategic PSP has evolved into a vehicle to increase the voice of service users in policy development and service delivery:

“The purpose of it was to look at alternative provision to day services in Glasgow, because there was already a plan in place to close day centres, and it was to look at alternative options for people. [...] The involvement of NHS Greater Glasgow and Clyde increased during the time of the partnership. And at the end of year two it was decided that if the partnership was to continue, it should be much more people-led than it had been up until now.” [The Life I Want]

Progress to date

The six Strategic PSPs are at very different stages of development. Some no longer receive funding and have finished the formal part of their Strategic PSP commitment. East Renfrewshire, for example are still meeting and trying to embed their collaborative ways of working within the wider context. In Low Moss Strategic PSP, the new service developed has been tested and evaluated and has evidenced results in terms of reducing re-offending and improving the health and well-being of short-term prisoners. However, at the time of writing this report there was no commitment to commission the service in its current format.

To note, in April 2017, the eight Community Justice Authorities (CJAs) in Scotland were dis-established as part of a restructuring of community justice provision (under the Community Justice (Scotland) Act 2016). CJAs had previously been the vehicle by which the Scottish Government's funding for community justice activity was distributed, in response to local need and priorities. North Strathclyde CJA had been a public sector partner to Low Moss PSP, and following its closure, the Scottish Government has engaged directly with Low Moss PSP regarding funding. Consideration of the future commissioning and funding of offender throughcare activities at HMP Low Moss will be incorporated into a wider process examining the future delivery of such services across Scotland (alongside the national and regional throughcare activities delivered by PSPs established under the Reducing Reoffending Change Fund).

The Strathclyde Partnership for Transport Strategic PSP is also at an advanced stage of development, in which the capacity of community organisations has improved through training new drivers for Community Transport providers, developing a framework for scheduled bus services, and by winning an award in the market-builder category at the Social Enterprise Scotland Awards for their D1 training programme. This Strategic PSP is at the stage of exploring how to grow the involvement of community transport organisations in providing specific transport services, such as for older people to access health services.

NHS Lothian has evolved into working on other projects, such as the Rivers Centre (re-designing specialist trauma services) and the GameChanger project involving a partnership with Hibernian Football Club. The NHS partner is committed to using community-based services in the future, and considers the PSP as a model to produce Community Benefit outputs.

The Life I Want and Elevate Strategic PSPs are more recent. The Life I Want has seen a change in the partnership model in the last two years favouring a user-led model, where Values Into Action Scotland and People First – two membership organisations involving adults with learning disabilities – are in charge of planning and developing services. Some services, such as training for improving the quality of services in the NHS and employability courses are in a more-advanced stage, while others such as building checks to ensure accessibility for disabled people and technological support for health and well-being (i.e. an app that will enable improved health and well-being for disabled people) are in a pilot phase. Elevate, the most recent of all of the Strategic PSPs, is testing pilot services to understand how to integrate different (around 35) providers and offer a better integrated process for people recovering from alcohol and drug dependency, which has training and employability opportunities as the ultimate goal.

Background to the Strategic PSP Model and progress to date - Summary of key points:

- From 2006 onwards, a number of projects were established to test procurement opportunities in allowing Third Sector organisations to contribute to the design of public services.
- In 2012, the Scottish Government Third Sector Unit supported the development of six Strategic PSPs to re-design and deliver new services in strategic sectors: prisoner throughcare support; community transport; mental health; health and social care; day services; and recovery from heavy substance dependency.
- There is considerable variation among these partnerships in the stages of development, geography and sector contexts.
- In terms of governance arrangements, for most, the leadership has been acquired by public sector organisations, while in two cases Third Sector organisations have emerged as the lead partner.

- A different rationale has been used as the basis for their development in each case: for example, some have been established to design new services, while others to rethink existing services and to increase the voice of service users in public services.

- This variety has, however, helped us to unpack what circumstances might be favourable for the further development of the Strategic PSP model, such as the presence of a lead with knowledge and understanding of the Third Sector, legislative underpinning and early commissioning targets.

3.2 Impact of the Strategic PSP Model – what has been achieved

Each Strategic PSP met their initial objectives/outcomes in relation to re-design or development of services (see Appendix 3 for a full list of objectives/outcomes by each Partnership). The stakeholders interviewed perceived a number of different outcomes resulting from the adoption of the Strategic PSP model. Some of these outcomes were unintended, often linked to the learning process each underwent as a result of working in partnership.

At the organisational level, the outcomes can be grouped into two broad themes: the delivery of the outcomes or objectives that each Strategic PSP had set out to achieve; and the organisational learning of both public and Third Sector organisations. At the partnership level, the model enabled the development of a collaborative environment among the variety of partners involved through stimulating trust among partners. Finally, in wider terms, such as public service provision (the structural level), it can be argued that the Strategic PSP model has been a key mechanism by which co-production in public service design and delivery has gained recognition, albeit changes in the policy environment, dissemination work carried out by RfB and years of experimentation through PSP pilots since 2006, have also contributed to increase the recognition of the model.

Figure 1 – What has worked: outcomes



Each of these outcomes/achievements is explored in more detail in the following sections.

Outcomes and objectives

By and large, each Strategic PSP set out to improve the quality of services (new or re-designed) in order to better address the needs of their beneficiaries. In order to achieve this outcome, most Strategic PSPs have undergone a process of designing and testing pilots (see Appendix 3) of new ways of working - among new partners - and providing solutions to emerging problems, as indicated by the quote below:

“So the pilot we’ve been doing for the past 18 months, it’s meant we’ve had people sat around a table and going this isn’t working, how can we come in with solutions, how can we respond to that, or do we need to ... so there’s been lots of flex which I think has been really important. We still stick to the core principles of the model but it gives us some ... we’ve tested some things out and gone no actually, what we need there is this, and we’ve been keeping a learning log, so I’ve got a five page learning log at the moment, about all the things we’ve learnt.” [Strategic PSP partner – Public Sector Representative]

In some cases, pilot projects were discontinued after their implementation was unsuccessful. For example, despite an initial community request for an additional bus route service, the SPT Community Transport realised after piloting the new route there was no take up for this service, and therefore it was discontinued.

Much of this experimentation reflects the nature of the specific partnership and their overall objectives. Some Strategic PSPs such as NHS Lothian and SPT Community Transport were established to strengthen relationships between the public sector and Third Sector, increase confidence and capability of the community sector, and expand the adoption of co-production processes, for example:

“One [aspect of the PSP] was around transport services and things like My Bus, things like community bus services which are timetabled, normal bus services, health and social care, etc.. The other part over time, which is key, was the capacity building side with the sector. And we did a mapping exercise, which was the very first thing we did with the PSP.” [SPT Community Transport]

East Renfrewshire Strategic PSP completed and mainstreamed the new re-designed services. According to their evaluation report¹³, the services improved outcomes for individuals who accessed supported living. This Strategic PSP was referred to as a ‘good practice example’ in social care in an Audit Scotland report (Audit Scotland, 2016).

NHS Lothian Strategic PSP rolled their partnership model out in five different areas. They developed different PSPs, each addressing various societal needs and pursuing different aims. Low Moss Strategic PSP demonstrated through their evaluation a reduction in the re-offending rates of short-term prisoners (involving more than 600 prisoners in the last four years) and an improvement in the health and well-being of people involved (such as reduction in use of illegal drugs, improvements in self-esteem and confidence levels). Elevate has piloted and tested the first training and employability scheme for their beneficiaries. Thirty-five people were involved in their training programme, of which 17 then secured jobs. Finally The Life I Want has led on the establishment of training processes for more than 50 NHS staff, increased awareness about adult learning disabilities at several events and developed communication materials.

¹³ East Renfrewshire Supported Living Redesign PSP, Progress Update Report. March 2015. Shared by the Scottish Government.

Organisational learning

Organisational learning both in and between the public sector and the Third Sector was identified as one of the most important and unintended outcomes of the partnership process, and SPT – Community Transport best exemplifies this. Building on the findings of the Scottish Government Environment and Infrastructure Committee (2013) inquiry into community transport which had found providers to be lacking basic quality standards, this Strategic PSP model acted as a conduit to build the capacity of the community transport network in the area and, through providing quality training for drivers, to raise the quality standards to a level whereby providers can now deliver the transport services they were contributing to design. Providers have also improved their ability to schedule services and therefore be recognised increasingly as credible providers by SPT and commercial providers. The Strategic PSP model enabled community transport organisations to develop and professionalise, and also to better connect them with each other. In the words of one focus group participant:

“[The relationship between the Strategic PSP partners] is very amicable. We do contact each other, not only at meetings but by email if we’ve got a query. [...] And whenever we’ve got a problem we ask others Have you had this problem? What is it?” [Third Sector Stakeholder]

The learning process that the Strategic PSP model encouraged also helped organisations to build their confidence:

“I think for the Third Sector, there’s always been a challenge for them around the commissioning and procurement processes and winning work and how it doesn’t often work for them: it’s the bigger organisations who are better equipped to win competitive processes. So the ability to get involved in the process and influence service design I think was really important for them. And, as we worked through, the ability to build those relationships and learn from others, again, was an important factor.” [Third Sector Stakeholder]

With the support of the Strategic PSPs, some Third Sector organisations were able to increase the quality of the services and to acquire experience and confidence to

participate in procurement and tendering exercises. A learning exchange process between public sector officials and Third Sector practitioners was also identified, as reflected in the quote below:

“We were also able to share the learning with all the people that were there. We had buy-in from all the various providers ‘cause I don't really necessarily know that we would have thought to do it in that way. There was a huge benefit for us which was about the learning that came out for everybody. You wouldn't have got that and we wouldn't have done the things that we've done if we hadn't used that model.” [Strategic PSP Partner - Public Sector Representative]

Working side by side in designing and delivering new services helped to integrate a wide variety of skills and capabilities. For example, in the case of Low Moss Strategic PSP, public sector officials and Third Sector practitioners were working in the same team, sharing the same offices and spaces. Moreover, they felt part of the same organisation. This allowed an exchange of culture and an increase in experience and skill levels, as highlighted by the manager of the partnership:

“See the public sector officers here, they are in my team, so they get all the experience and all the benefits of the social care sector. We get the benefits of their culture so obviously they are public sector officers, they are not social workers, mental health workers and so on. But as a team we have got loads of experience between us.” [Strategic PSP Manager – Third Sector Representative]

The experience that public sector officials acquired in working in partnership with the Third Sector improved their professional skills, changing, for example, their approach in managing the needs of beneficiaries. Public sector representatives suggested that working with the Strategic PSP helped prison officers to better understand the difficulties faced by short-term offenders during the transition period between the prison and release:

“That experience of having worked there and knowing what goes on outside in the community makes them, I believe, a better public sector officer, gives

them something of a professional development edge.” [Strategic PSP Partner - Public Sector Representative]

Improving relationships among partners

A changing relationship between public sector and Third Sector organisations and among Third Sector organisations was also outlined. Increasing trust among partners enabled partnerships to develop and improved the dynamic between public sector commissioners and Third Sector providers. This is exemplified in the conversations among the Third Sector providers of one of the Strategic PSPs during a focus group:

“[Respondent 1]: I think the relationships are stronger amongst providers than in the past. You came to meetings and you didn’t really share anything, you didn’t really get to know people. And I think that has been much improved.

[Respondent 2]: I think it [the Strategic PSP] gave the providers a certain amount of strength as well, you know because it’s not been all rosy in the garden, there’s been a lot of ups and downs and whatever but not with the providers.

[Respondent 3]: I think there was a mindset change though with regard to the local authority because prior to the PSP when you came to the old providers meetings it was very much a –

[Respondent 2]: Dictated.

[Respondent 3] - dictated to by the council, this is what you will do and don’t rock the boat. Whereas with the PSP there seemed to be a change of mindset and it was more of a partnership, wouldn’t you agree?

[Respondent 2]: Yeah I’d absolutely agree that the word partnership, you know, is there in the title and I think it’s been played out in reality as well.”

As a result of being involved in the Strategic PSP, providers have developed new personal and organisational networks to explore new opportunities and engage in collaboration. For example, organisations involved in Elevate Strategic PSP noted

that being part of this experience was helping them to increase their contacts, establishing a more collaborative relationship with organisations they were previously in competition with:

“I think that what's happening is more people, even in my own line of work, organisations where we would have met with previously they really wore an official pin, like my own personal network has expanded significantly. That network is people that we go to for advice or for guidance to say, we're working with such and such, do you think that you could enhance what their offer is and get them to work together collaboratively.” [Strategic PSP Partner-Public Sector Representative]

A similar message emerged in the focus group with partners' in East Renfrewshire Strategic PSP, of which the extract below is an example:

“Respondent 1: I think in the past probably providers wouldn't necessarily have told other providers, you know, well I'm doing this in case somebody else got ideas, we just...”

Respondent 2: Aye, you kept your own corner and what have you. Whereas now I think that's different, people do share experiences so I think that's been a really good thing.

Respondent 3: Yeah, there was three different providers went to one thing and two just went -

Respondent 4: it's not for us.

Respondent 3: So actually it took the competition right out of it and we –

Respondent 4: because you knew by listening that oh no that's ... and that was, I thought this is great.

Respondent 3: I can't do this myself or we can't do it ourselves ...I suppose for me the kind of main part that I've really appreciated in this group is the joint working and joint thinking. Sometimes if you hit a bit of a wall with something,

you tend to learn off of some real discussions around medication, some of this kind of sleepover stuff, we've even attended kind of many tender things for business together do you know and it's not like we're in competition with each other, it's like we really are a support to each other."

Competition appears to have decreased between those Third Sector providers involved in the Strategic PSP. For example, in *The Life I Want*, one of the representatives of the Third Sector providers suggested that the partnership was genuine, in so far that the Strategic PSP model has helped to transform services from individual to collective ownership of solutions:

"What the PSP model does is teaching people that it's a good thing to share practice and that we can all build on making that practice better for everyone, rather than people being precious about the pieces of work that they're doing."
[Strategic PSP Partner - Third Sector Representative]

"The advantages of the model are the fact that you are working in genuine partnership with a number of technically competitors because often a number of the organisations are competing for different business. So the fact that you are getting to sit round the table and co-produce ideas and concepts is a fantastic way of working." [Strategic PSP Partner - Third Sector Representative]

Also public sector representatives recognised the way of working was changing among Third Sector organisations, establishing a more collaborative setting where the strengths and weaknesses of different providers are accepted and shared:

"The PSP does not just affect our relationship with providers, but the relationships that various providers have with each other. So they'll now work together to do a piece of work in some cases, whereas before it was always like competing. If a piece of work came out before, you would have everybody putting a bid in for it. Now what you tend to get is providers will say "that's not for us." [Strategic PSP Partner - Public Sector Representative]

The collaboration between partners (both public sector and Third Sector) ultimately contributed to improving the service delivered by understanding provision and matching supply with demand:

“What is easier for us is to know which services are out there. Because we have much closer relationships now with our colleagues in the Third Sector. We know what services are available. We know what they do. We have had meetings with them. We have got agreements with them about who does what. So I think we are better now at matching people to the support that they want.” [Strategic PSP Partner - Public Sector Representative]

The Strategic PSP model has created opportunities for new partnership projects between the Third Sector and statutory bodies. One of the Third Sector partners suggested that the possibility of working at a strategic level with the public sector helped to increase their credibility at the local level:

“When I’m in discussion with the local council or the NHS I can take the good practice and say, “Well yes, this is what we would be able to do,” and I can say, “This is what we have been involved in through the PSP,” and that gives the council and the NHS the confidence to deal with us, because they see that we’ve worked at a higher level with the public sector.” [Strategic PSP Partner - Third Sector Representative]

Increased recognition of the model

There was a general agreement among Strategic PSP partners and stakeholders alike that the establishment of the various partnerships in different sectors had contributed to raising awareness about the model and increasing knowledge around collaborative and inclusive ways of working:

“You have to look on it on a case by case basis to make sure that it would actually work, but it would be one of the first things you would think about is can we do this as a PSP model? Does it fit or can we make it fit into that? So it’s definitely there, it’s there now, you know, you can use it if you need to and

it's something that we ... something came up the other day and I thought I'll contact [the public sector partner] and see what they want to do about this.”
[Strategic PSP Partner - Third Sector Representative]

“People are now much more confident about it, confident about the model. You know the challenges... but I don't think anything would have happened otherwise. We went out with that blank canvas, and we had to keep thinking: what do we see when we are talking about PSP?” [Third Sector Stakeholder]

The role of the RfB Consortium should also be recognised as a principle means by which awareness of the model was raised. This consideration however has to be placed within the context of longstanding conversations that Third Sector representatives within the RfB Consortium had been having with the Scottish Government for over a decade. Indeed, it can be argued that the interests of CEiS, Social Firms Scotland and SENSCOT in tackling the barriers social enterprises faced in accessing procurement opportunities and increasing the collaboration for wider benefits among public and Third Sectors, provided the backdrop against which the Developing Markets Programme for Third Sector Providers was developed. They organised workshops and events to engage Third Sector organisations and public sector representatives on the various stages involved in the development of the model, and some of the potential resultant benefits:

“I suppose the approach developed over the course of the following years, but it was essentially having a set workshop presentation that would set out what the Public Social Partnership Model was, go through each stage of it in detail, describe some of the benefits and then use some case studies and benefits from some of the previous PSPs to kind of show the benefit of it. And then it was to use group work and workshop sessions to encourage the public and Third Sector attendees to come up with their own PSP ideas.” [Third Sector Stakeholder]

Ultimately, it became apparent among some Strategic PSP partners that the model was an opportunity to move towards preventative, evidence-based services, recognising the value of user-led service design and delivery:

“The public sector took a policy decision actually to invest more of their own resources in [preventive measures]. And to some extent took the space of a lot of some Third Sector work. And you have to think was that actually a success? For the public sector to say, ‘actually we now need to rethink what it means, and what our mission is? And our mission now needs to help people back into the community.’ And that is changing the mainstream and it is more sustainable. And it is embedding the change to an extent. So there I think it is worth acknowledging that is a success actually.” [Third Sector Stakeholder]

“The PSP is a major vehicle to enable movement in the direction of the Christie Commission, which is the Scottish Government’s requirement that services are local, that they are integrated, that we de-clutter the landscape, and that we involve people who use services in their planning and delivery...that things that are delivered are proven to be effective.” [Strategic PSP Partner - Public Sector Representative]

What has been achieved - Summary of key points:

Each Strategic PSP has achieved their initial objectives/outcomes. The achievement of some unintended outcomes was also noted, such as increased professionalisation, confidence building and improved understanding of service users’ needs – all part of the learning process each underwent as a result of working in partnership.

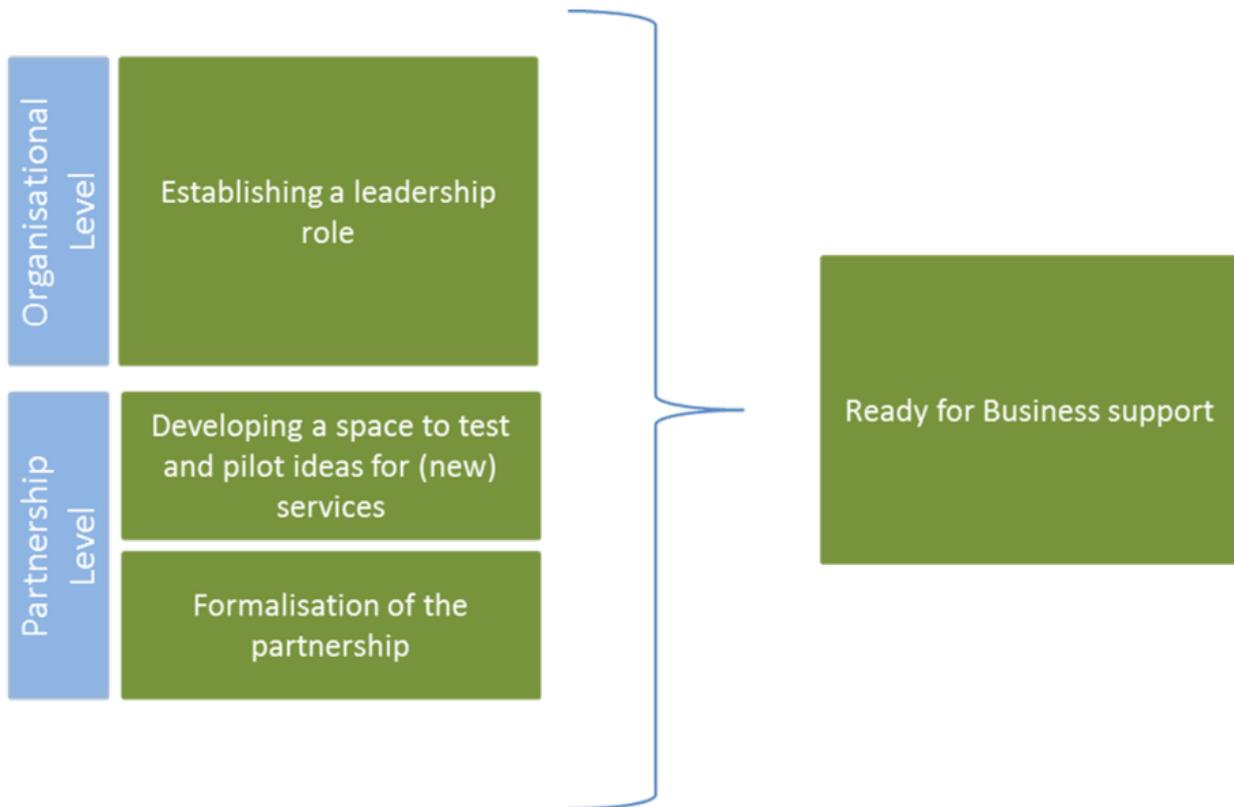
The areas of positive impact include:

- Designing and testing pilots has enabled the Strategic PSPs to collectively develop a pathway to more collaborative practices between sectors.
- Host organisations and the wider partnerships learning - in the appreciation of the efforts required to drive the partnership forward - have contributed to improvements in the standard of services.
- Relationships among partners (public sector and Third Sector organisations and among Third Sector organisations) has been noted as improved.
- Awareness was raised about the PSP model and increased knowledge around collaborative and inclusive ways of working.

3.3 The enabling mechanisms

Our analysis highlighted that three mechanisms have supported the achievement of the outcomes, namely: establishing a leadership role; developing a space to test and pilot ideas for services; and enabling partnership development, primarily through the support of RfB.

Figure 2 – Enabling mechanisms



Establishing a leadership role

A dedicated and resourced (paid for by the Government) lead person to drive the partnership was identified as a fundamental enabling factor across all different Strategic PSPs:

“I think you cannot overestimate how important some individual people are in the success of these kinds of partnership approaches. When you have the right people both at a management and leadership level, and also at delivery level, that just makes things work. It is actually people that make things work,

not models or policies. It is people and their practice that make things work.”
[Third Sector Stakeholder]

This is exemplified by the experience of Elevate Strategic PSP, in which a manager has been recently appointed to enable the partnership progression at operational level. The manager has the role of overseeing the different work streams of activities, including coordinating information sharing, aligning different projects and reporting to their strategic committee. Strong and motivated leadership has been identified as a key mechanism for ensuring that the model is working:

“All of this had to have a very strong lead. Leadership, not even coordination but leadership [...]. I love the activity of business models and various strategies and approaches, but it all boils down to the human element. The human factor is the most important. If there is a will, there’s a way. If you are passionate and invested in something, you’ll make sure the model is working.” [Strategic PSP Partner - Third Sector Representative]

Previous experience of working with, or for, the Third Sector appeared to be a useful advantage in helping to manage the partnership development through times of adversity. For example, in the case of the SPT – Community Transport and East Renfrewshire Strategic PSPs, the lead coordinators had experience of working with Third Sector organisations before moving to a public sector appointment. This was recognised as a key factor in helping to understand and appreciate the challenges involved, and thus engage more effectively with different partners:

“I think it needed to be a person who understood Third Sector organisations. The PSP leader does understand about Third Sector organisations. I think if it had been someone that didn’t really know the background of community organisations it wouldn’t have worked out, even though they were a dedicated person.” [Strategic PSP Partner - Third Sector Representative]

“I was the main person, I've worked with the Third Sector, but I've worked for the council too, so I'm well aware of the challenges we face. So you know it's fine to say just go ahead, but actually lots of people who work for the Council

don't completely understand the challenges that the Third Sector face.”

[Strategic PSP Partner - Public Sector Representative]

However, sometimes strong leadership can prove to be detrimental, as it can generate imbalances within the partnership:

“But until we got our project team on board we were obviously relying on being led by the public sector who potentially were the commissioners and they did a fantastic job, but they may not have had a full and ready understanding of the Scottish Government aspirations for the PSP.” [Strategic PSP Partner - Public Sector Representative]

Therefore, a balance between strong leadership and an operational and strategic vision that incorporated inclusive governance mechanisms enabled the views of different partners to be considered and implemented.

Developing a space to test and pilot ideas for (new) services

Having the space to try things out, even if the result ultimately proved to be ineffective, alongside the possibility of flexibly organising the collaboration arrangements among partners have been identified as key enablers of the process:

“In terms of the PSP and other forms of commissioning, how does it work? I think the massive thing is flexibility. So, you don't have a contract to work to. The lead agency and other partners are not expected to do anything, quite frankly. But that means we can change things, we can try things out. We've run a couple of pilots, pilots that sometimes haven't worked very well. Okay, so they haven't worked. But we can try something else.” [Strategic PSP Partner - Public Sector Representative]

Testing out ideas was considered to be crucial to the process of re-developing services more effectively. The Strategic PSP model allowed the space for this development work, encouraging flexibility and enabling partners to have a voice in proposing new ideas to pilot:

“We agreed what the overall structure was going to be and what the outcomes were maybe. But all the partners who were providing the training were allowed a bit of leeway to kind of organise a way that suited the participants the best. We tried two or three different ways before we settled on a definitive programme of training. And being that given that chance to kind of say, “Okay, we’ll try it this way, we’ll try it another way,” eventually worked out the best way to do it for us. It proved to be a really successful model of training.” [Strategic PSP Partner - Third Sector Representative]

However, although the Strategic PSP model provided this space for trying and piloting, it is also highly resource intensive. Indeed, all partners recognised that the initial process was “very time consuming” with recurrent meetings, often very long and confusing:

“The one thing that struck me through the whole development process was the amount of work it was to actually get things up and running. It’s not as if we were getting a dedicated post to do all the PSP work, that had to go on top of the work you were doing every day running a Third Sector organisation. So initially it was quite a lot of extra work to get it up and running, but once you had the process in place it seemed to be okay.” [Strategic PSP Partner - Third Sector Representative]

“It’s very resource-intensive. A lot of those people have given up their own time for free [...] a lot of those people are from Third Sector services who say that if we’re spending 14 half-days [developing] a PSP, that’s 14 half-days we are not delivering services that people need”. [Strategic PSP Partner - Public Sector Representative]

In many cases the experimentation was not taken forward, owing to the tensions that existed in developing these spaces of experimentation as indicated by those stakeholders who lamented a lack of clear goals and outcomes. This is explained in more details in section 3.4.

Formalisation of the partnership - the role of Ready for Business

The RfB Consortium was instrumental in supporting each Strategic PSP at every stage of their development. Many partners recognised them as an independent 'external player' who could suggest how to proceed with a project plan:

“Well it was Ready for Business that we got the external support from. I mean, they pulled us back from the brink multiple times, and also certainly the first eight or nine or 10 months it was their support that got us through and their stuff that got us through. Because sometimes it would be a bit like “I'm going to this meeting, I'm dreading it, I've no idea what I'm going to be saying” because people are a bit unsure what they should be doing or what to expect, and we would just go back to the project plan and go back to the support that we get, and that would take us on. And then we just looked back one day and it was like “oh, we've passed all that now.”” [Strategic PSP Partner - Public Sector Representative]

Establishing a unique mission, vision, business plan, logic model and communication plan were all recognised as key steps in developing collaborative working. RfB support was also important in the development of governance structures based upon rules and processes reflecting the input of all partners. These were some of the key documents that all of the Strategic PSPs developed to organise the activities of the partnership. For example, each Memorandum of Understanding had a very important role in all of the Strategic PSPs. It was used for regulating the entire life of the partnership, from how to involve new partners, through to how to decide upon pilots:

“One of the very early exercises that gets done in any PSP involves a mutually agreed governance structure which is then codified into a Memorandum of Understanding. But rather than imposing that on all the people in the room, we get them to actually contribute to the design of that governance structure and it's construction. And get them to actually design the particular activities that will be within a PSP as well. So by doing that collaboratively and having

everyone believe that they've got a voice and they have input into that, then it overcomes some difficulties." [Third Sector Stakeholder]

In some cases, the Strategic PSP almost becomes an organisation in its own right, with its own brand identity, and its own operational and strategic plan:

"We have a set agenda at every workstream, and people are invited to bring their ideas and we'll debate them and discuss them and we'll talk about is it going to be a sole delivery? It is going to be a joint delivery? So, a couple of the ideas that we've put forward in the past have involved more than one partner. And what the role would be, so on that proposal that goes up to the steering group, you would have a partner that would take lead for writing it up. They would meet with the others, put all the ideas down, discuss it as a workstream and then submit to the steering group for approval, and then whoever, either myself or the vice chair would then bring that proposal to life." [Strategic PSP Partner – Public Sector Representative]

Co-location in the same office, or having the opportunity to visit other partner organisations also helped to increase trust between public sector and Third Sector organisational staff, increasing the learning opportunities between different cultures that is important for partnership working. Emblematic of this has been Low Moss Strategic PSP where all staff are based within the prison building, and share the same office:

"The openness of the public sector in terms of what would work and what would not was really high. Those real gains were made in terms of locating Third Sector organisations within the public sector that should be treasured. They were really meaningful. The involvement of public sector officers in the delivery was really meaningful and changed how these officers thought about their roles as well. So people spoke to me about that really positively." [Third Sector Stakeholder]

Their experience and knowledge of the Strategic PSP model, of partnership working and of procurement were recognised as being very useful in addressing questions and doubts. KPMG and Social Firms Scotland (as part of the RfB

Consortium) – who were involved in the day-to-day work with each of the six Strategic PSPs – were mentioned by all interviewees as providing crucial support to the partners. They provided information and reassurance and this contributed to increasing the confidence of both Third Sector and public sector providers:

“I think having that kind of people with experience, people who could come in and speak with the Third Sector when they were asking difficult questions about procurement, that I have no idea about, because I’ve never procured services in my life! That was really helpful. But also in the early days they helped me with some of the initial meetings with stakeholders, to try and keep things moving.” [Strategic PSP Partner - Third Sector Representative]

RfB was also identified as being instrumental in enabling the partnerships to access further public or private funding opportunities. They were also perceived as being the main communication channel with the Scottish Government:

“Ready for Business has been great in terms of, say from original set up, from pulling together the framing of it, from keeping us on task sometimes. To be honest with you, in terms of the last three years trying to get the funding to keep the thing going, if it hadn't been for Ready for Business, I wouldn't have been able to do it because I'm not as connected, particularly with the Third Sector.” [Strategic PSP Partner - Third Sector Representative]

Finally RfB was identified as a broker to reduce partnership tensions, enabling a dialogue between Third Sector organisations and public sector representatives to solve possible issues regarding the partnership working, as indicated in one of the interviews:

Respondent 1: Ready for Business guided us through each step, didn't they?

Respondent 2: It's a minefield, so yes, absolutely. You couldn't have done it without them. Even with the guidelines on the website I don't think you could have done it. It would have fallen apart. There were some tensions within the steering group in the early stages.

Interviewer: So, they were negotiating the possible tensions?

Respondent 2: Oh yes.” [Strategic PSP Partner – Public Sector Representatives]

The enabling mechanisms - Summary of key points:

Our analysis has identified three mechanisms that have supported the achievement of the outcomes:

- The presence of a dedicated and resourced (paid for by Government) lead person to drive the partnership was identified as a fundamental enabling factor across all different Strategic PSPs.

- Having the space to try things out and test new ideas was also considered to be crucial to the process of re-developing services more effectively.

- The development of governance structures based upon rules and a process reflecting the input of all partners were recognised as key in developing the partnership. This formalisation of partnership working - establishing a unique mission, vision, business plan, logic model and communication plan - as well as day-to-day support, brokerage of difficult internal and external (to the Strategic PSPs) relationships was effectively delivered by the RfB Consortium.

- The RfB Consortium supported each Strategic PSP at every stage of their development (from the take up of the model to its implementation) providing initial hands-on and later ad hoc support. The RfB Consortium was instrumental in the adoption of the PSP model and their support was essential to the development of each Strategic PSP.

3.4 What has been less effective

There are some areas where the Strategic PSP model has underachieved. The model assumes that Third Sector organisations are best placed to engage with, or know, service users – as the quote below indicates:

“[...] a chance for Third Sector organisations to help design a service which is going to best meet the needs of the service users, using the sector’s skills

and knowledge, and understanding of their client base.” [Public Sector stakeholder]

However, we found varying degrees of service user engagement by Third Sector partners. While Strategic PSPs were described as enabling mechanisms to develop partnership working, little evidence emerged in terms of ‘breaking down silos’ and ultimately achieving the ideal ‘stage 3’, that of service commissioning.

Figure 3 – What has not worked: outcomes



Involvement of service users

Service users’ involvement differed significantly among the different Strategic PSPs. Some organised consultations (surveys or events) to lead on service re-design, while others implemented or facilitated ongoing communication between beneficiaries and front-line staff. Only rarely did partnerships develop a reference group involving service users. When they did, it was not always recognised as the best way of involving and empowering service users:

“My own personal view is that the reference group has not worked so well. And we are still looking for a way to make sure that service user involvement is right at the heart of what we do. What I am keen to do is just have an open door and invite service users to our operational meetings. So they are part of the day to day decision making. But I have been advised that that is not a good way to involve users and that we should stick to the Reference Group. I just find that a really clumsy way to involve people.” [Strategic PSP Partner - Public Sector Representative]

While the meaningful participation of service users is recognised as a central philosophy of service re-design, and the Strategic PSP model has been recognised as a potential vehicle for doing that, participation was often reactive rather than true 'co-design'. Moreover, service users' needs and voices were not always fully incorporated:

"I really do think there's been genuinely good intentions on all of it. And I think in terms of co-production in general, and the idea that everyone is an expert, is really important and strong. But I don't feel that everyone, therefore, needs to be treated exactly the same, and answer exactly the same questions." [Strategic PSP Partner - Third Sector Representative]

One PSP, The Life I Want involve service users genuinely at the centre of all of the service co-design and delivery, and service users were involved at all stages of decision making at both strategic and operational levels:

"It's about people having the choice and control in their own lives, so they want to go to this group, this event, and not like be told." [Strategic PSP Partner - Service User]

"For me with employment, in particular because I've... I'm still young but I'm one of the oldest member at the group, but because I've gone off my experience from employment and supported employment, because we've got the manager of Glasgow City supporting employment as well as two or three or four members of staff at the meeting, and because I've got experience from her service, that's where I'm a part of that, that whole, my experience of that, and the support from that." [Strategic PSP Partner - Service User]

This level of engagement helped to involve user voices at every level of policy and service design and delivery, changing the way that policy and services had been planned up to now:

"If you're going to be writing policies and those policies are actually going to have impact on people's lives, then none of those policies should be written without the direct input of the people whose lives it's actually going to affect.

Because otherwise how are you ever going to implement anything that actually meets people's needs?" [Strategic PSP Partner - Third Sector Representative]

Breaking down of silos

Although there was a general improvement in relationships between partners, in some Strategic PSPs, collaboration was seen as something that, in reality, had relatively little substance. Difficulties in establishing equality of relationships were mentioned, reflecting upon the unequal power differential between the public sector as the commissioning body and Third Sector organisations:

"At the moment, the public sector is paying all of the money and they commission the service. I think their role will be less important when the PSP gets together and we get some funding which is not wholly controlled by them. At the moment they are always 100% in control." [Strategic PSP Partner - Third Sector Representative]

At times, the Strategic PSP was rather seen as being little more than a vehicle to include the larger and 'better institutionalised' parts of the Third Sector in collaborative working:

"Because of the geography of the PSPs, you'll find that it's prominent national voluntary organisations that tend to be better placed to deliver these types of services. A criticism that could be made – I'm not making it, but it's a criticism that could be made – is that the small community oriented organisations that operate at very, very local and community level are not part of it." [Public Sector Stakeholder]

The issue of resources, time and effort required to drive the partnership forward were noted extensively by participants. This issue was particularly relevant among Third Sector providers who felt they were investing their time with the hope of gaining resources down the line through the eventual commissioning of the service. Conversely, those providers actively delivering a service that needed to be re-designed, and were asked to join the Strategic PSP, tended to voice their concerns

for the length of time taken to 'get things going' and in 'making a decision' during lengthy meetings.

Changes in policy directives and the introduction of legislation – such as the personalisation agenda, or the integration of health and social care provision – combined with the perception of scarcity of resources, have also arguably contributed to stimulating new ways of working among providers. According to some of the interviewees, the Strategic PSP model has accelerated some of these processes:

“There’s much more recognition now around the role that Third Sector needs to play. So I think there would have been an increasing role of the Third Sector in commissioning regardless of the PSP, but I think it would be a lot further behind. If you look at how health and social care integration itself, for example, has proceeded, there’s a lot of evidence out there in terms of reports that the alliance have done that the Third Sector still feel like they’re not really engaged in the process. Or that the work that the public sector undertakes does not facilitate their involvement, on a meaningful basis, in service design, in service commissioning. So I think we would be further behind where we are now without the PSP.” [Third Sector Stakeholder]

‘Stage 3’ – commissioning of the piloted services

Although there was evidence that the Strategic PSP model, and collaborative working across sectors, has become increasingly recognised, there was next to no evidence of structural changes apparent in the way that services are designed and commissioned. For some of the Strategic PSP partners the value of the process stopped ‘outside of the meetings’ - that is only within the PSP experiment but - overall, the way services are procured has not changed significantly: budget holders still hold power over providers:

“PSP promised something that it hasn’t really been able to deliver on. I think it was a good promise, in the sense it was a good vision for the future, but it wasn’t thought through in terms of future sustainability. That’s been the key problem because now you’re ending up where we would have been anyway if

we'd just been commissioned. But it was a new model to make people think, and I think it's maybe challenged people to think differently." [Third Sector Stakeholder]

Indeed, very few of the Strategic PSP partners we encountered claimed to have fully re-designed, tendered and commissioned any newly-created service; there was no long-term commitment to a truly collaborative approach to such activities in any kind of meaningful or systemic way:

"The third bit when everyone stops and says now we are going to commission this fantastic thing that we have developed together and co-created together and then piloted. We will now commission it. It doesn't really happen. And when it does happen, it happens in an entirely competitive way, just in the same way as any other commissioning would happen. So there is no real gain, I don't think. I am being quite critical here. Sorry I do appreciate I am being quite critical. But I don't see it at that point. If I was to put myself in a Third Sector organisation's shoes, I don't really feel it feels different to them to from just another invitation to tender coming out from the local authority, or the SPS, or the NHS. It is just as competitive as it was before." [Third Sector Stakeholder]

The expectation that the Strategic PSP model could reach a sufficient level of embeddedness or sustainability to change behaviours or structures has therefore not been fully met. More clarity about the intended ultimate goal (that is, the last stage of development) of the model could have been communicated and shared between public sector and Third Sector organisations from the outset:

"You're being paid for doing all that work and for designing the service, and what the PSP model is all about is actually finding out the expertise that you've got in the Third Sector. What is actually the best service that could meet the needs of the service users? There is then no guarantee then that any organisation involved is going to win the contract if we put it out to the tender. But the reassurance that we wanted to give Third Sector organisations who designed the service was that because you built it, built in

the community benefit or maximum benefit to the service user – which is an area where the Third Sector specialises – you're in a good position to win the contract when it's actually tendered.” [Public Sector Stakeholder]

If, however, the final objective of the model was, rather, to reshape services towards a more integrated, preventative and personalised approach – reflecting the Scottish approach based on principles of collaboration, co-production and partnership - then the Strategic PSP model has facilitated progress towards this objective, albeit there is still a significant distance to travel:

“Our public sector is still siloed, but we're making progress and the PSP programme was part of a culture change where many people in our public authorities have much more sense of the potential to work with social enterprises to solve problems. But we're probably just at the start of that journey, you know. We're certainly nowhere near where it needs to be to make the public sector more effective and to complete the social enterprise role in that.” [Third Sector Stakeholder]

“We still work very much in siloes, within the NHS but also with social care. I know that everyone talks about integration and PSPs and all of that. But the barriers are so strong that it is going to take a long time and a lot of really difficult work by people at my level and people on the ground, not just the policy makers.” [Public Sector Stakeholder].

What has been less effective - Summary of key points:

- While the PSP model assumes that Third Sector organisations are best placed to engage with, or know, service users, we found varying degrees of service user engagement by Third Sector partners.
- Difficulties in establishing equal relationships were mentioned, reflecting the unequal power differential between the public sector as the commissioning body and Third Sector organisations.
- Challenges in involving small organisations were also identified.

- Few of the partners claimed to have fully re-designed, tendered and commissioned the newly-created service, raising concerns around the sustainability of each of the Strategic PSPs.
- Although a short-term collaborative environment has been reached, a long-term collaborative way of working has not yet been developed, at least in any kind of meaningful or structural way.
- While the Strategic PSP model has been effective in developing partnerships, it has been less effective in creating the type of changes that allow services to become mainstreamed.

3.5 Mechanisms that have prevented success

The different ways in which the Strategic PSP model has been understood and used by various partners has arguably prevented the process of embedding this collaborative way of working in organisational practice. The changing economic environment with increased competition driven by budgetary constraints has also affected the Strategic PSP process of embedding more collaborative ways of working within various organisations.

Figure 4 – What has not worked: preventing mechanisms



Varying understandings of the model

The evidence gathered through this study indicates there was a significant variation in understandings of the principles of the Strategic PSP model and its scope across the six partnerships. We found that different people in different organisations have understood the model in different ways, attributing different goals and objectives to it. In some cases the focus was on the entity rather than the opportunity to experiment with different ways of working. This variation in understanding has not

been helped by the different nature of the six Strategic PSPs and how they have been perceived both at strategic and operational levels. For example, the model has sometimes been used as a way to fill gaps in service provision, or as a vehicle to provide (higher) quality services at lower cost as opposed to promoting a more collaborative way of working:

“The PSP started with this prison being built, so this prison was due to open in 2012 and had a forward thinking governor, who wanted something different for the short term prisoners, so SPS [Scottish Prison Service] is an organisation, along with many, many Third Sector organisations, were looking at the model for the PSP or a model for the PSPs, Public Social Partnerships.” [Strategic PSP Partner – Third Sector Representative]

“We see that community organisations can be a key player in delivering these services going forward. Both from an affordability point of view, but also from the types of service that we'll look to design, which is really around access to health services. Elderly people, disadvantaged communities, rural areas, are all areas where community organisations focus on.” [Strategic PSP Partner - Public Sector Representative]

“We have just got to, you know there is an expression ‘grasp the nettle,’ take hold of something that is painful. We have got to do it, we have just got to do it and not wait forever to be told by our managers to make this change or that change. I think we have just got to try to ask our service users what they want and design the services based on that. And a PSP model it seems to me is a good a model as any to deliver what people want. We are doing it the wrong way around. We are trying to make people fit our services. And we need to make our services fit what people want.” [Strategic PSP Partner – Public Sector Representative]

In other cases, mainstream service providers (and public sector officials) had perceived the Strategic PSP as an interesting ‘additional’ part of their services.

Looking to the longer-term, it was not clear what the aims and goals of the Strategic PSP model were to be:

“They see what is happening and being piloted or developed in the PSP as additional to what they are doing: to the side of what their mainstream service is. And quite often they will set high value by it. They think of it as incredibly high-quality work, but what they are not seeing is that it is piloting an alternative to their delivery. They don’t see it as an alternative to what they are doing. They see it as an addition to what they are doing.” [Third Sector Stakeholder]

A minority of the Strategic PSPs had a commissioning target from the outset and/or had ring-fenced money to deliver the newly designed service:

“We didn’t know really the direction it was going in. Nobody knew what it was about and we took probably the first year at least of the official time of the PSP to actually ground ourselves and, I think, really get to grips with what it is that we were wanting to achieve.” (Strategic PSP Partner – Third Sector Representative)

“I am quite clear that it was about re-designing of the service, it was about a different way of doing that through the providers that were involved in the PSP. But still we had to go through that year, year and a half of not really necessarily knowing how we were going to do that.” (Strategic PSP Partner – Public Sector Representative)

Changing economic environment and related budgetary constraints

In the context of austerity, it is challenging for public sector authorities to explore how to pool and redirect budgets; it is often difficult to establish a collaborative and transparent setting due to the politically-charged nature of budget priority-setting. The economic environment, with increasing budgetary constraints, has therefore affected the work of the Strategic PSP model:

“We need to save money here and reapply it there. That is the reality for the Scottish Prison Service when they are in the context of cuts. All public bodies have to cut their expenditure. That creates a very difficult context in which to do this kind of partnership work in. It is quite difficult for people to be honest partners with one another and be transparent with one another. I think all of those things are quite hard.” [Public Sector Stakeholder]

Budget reductions and uncertainties have had the effect of increasing staff turnover, both within the public and Third Sectors. This has an effect on the Strategic PSPs, since they are built upon people, their motivation, practice and knowledge:

“It is people and their practice that make things work. And again in the context of the public sector one of the effects of public sector expenditure cuts is that there is a lot of change in personnel. Quite often you might phone up and hear they have moved on or they are no longer there. And people are moving round all the time. There is insecurity because of that. And that is quite true in the Third Sector as well. So I think that context is really important.” [Third Sector Stakeholder]

Budget constraints have also influenced the possibility of planning long-term commissioning processes, forcing public authorities to employ shorter-term decisions on budgets than they otherwise may have been able to enact. This short termism is a barrier for the inclusion of Strategic PSPs, which are time and resource intensive, into mainstream services. This is further complicated when a number of partners are involved:

“We have a geography that’s wide as well, so we’re not talking about one local authority, we’ve got five local authorities that have substantial numbers at Low Moss. We’ve got two health boards who, again, have substantial numbers. So suddenly we’re talking about a multiplicity of partners; so that’s the first problem. The beneficiaries are quite broad, and while we can identify them and what the impact is, the second bit of it is not just how many there are, but the cashable savings are, in some instances, quite far down the road.” [Public Sector Stakeholder]

Mechanisms that have prevented success - Summary of key points:

- There was significant variation in understanding relating to the principles and scope of the Strategic PSP model across the six partnerships. This has meant that the model has developed alternatives to, or additional parts of, mainstream provision, but rarely involved services moving from piloting to mainstreaming.
- Budgetary pressures and constraints have affected the work of the Strategic PSP model, creating difficulties in establishing collaborative and transparent settings.
- In the context of austerity, it is challenging for public sector authorities to explore how to pool and redirect budgets, particularly if the emphasis is on saving money. Budget priority-setting can often be a politically charged process.

4. Conclusions: lessons learned and considerations for future developments

4.1 Lessons learned

A number of lessons can be drawn from the experience of the Strategic PSPs in Scotland. These are discussed in turn below.

Government support for the model

The evidence suggests that the Strategic PSP model has served as a useful test-bed for piloting new approaches to partnership working. The model has enabled the capacity and credibility of (some) Third Sector providers to be enhanced. It has improved relationships among partners, promoting collaboration in different sectors and improved the quality of the services (new or re-designed) by reflecting the needs of service users. Ultimately, therefore, the Strategic PSP model has been implemented successfully on the basis of how it was initially conceived, and the Scottish Government investment in this programme was necessary in order to facilitate this. However, while the experience of the six Strategic PSPs has provided positive outcomes, more needs to be done to embed this way of working more deeply into the infrastructure of future service design and delivery.

Pathway to exploring more collaborative practices

The research carried out to assess the progress to-date of the Strategic PSP model indicates that this model is a pathway to more collaborative practices between sectors. But collaboration requires time and effort for those involved, and changing ways of working that are often ingrained in organisational cultures. Moreover, such practices are sustained within the (wider) context when it is driven by competition and the realities of the austerity paradigm. In the view of most partners, the Strategic PSP model has been an important contribution to recognising the value of more-collaborative and inclusive ways of working. Supported by dedicated, hands-on, RfB support, the Strategic PSP model worked well.

Leadership

The importance of leadership in sustaining the development of the Strategic PSP model has been recognised and discussed, both in terms of knowledge of the Third Sector and in relation to dedicating resources. However, in all cases reviewed, leadership alone was not sufficient to guarantee the move to 'Stage 3': the commissioning of the service.

Commissioning target

Despite individual drive, experience and ambition, there has to be an identification of the commissioning target from the outset in order that piloted services can be commissioned. Funding for a successful service has to be ring-fenced in order to be able to mainstream new ways of working; otherwise issues of sustainability will never fully be resolved. Most of the Strategic PSPs filled gaps in provision or reflected wider (policy/legislative) changes – in other words, actions that needed to happen anyway – rather than resulting in any innovative approaches or 'new' services being mainstreamed.

Piloting and experimenting

While it has taken time to achieve recognition of this collaborative way of working, the Strategic PSP model has contributed to 'formalise' a process that combines narratives of transparency, cooperation and competition. Where the Strategic PSP model has been utilised effectively as an opportunity for change, as was the case with the SPT Community Transport Strategic PSP, and less as an entity in its own right, there have been examples of successful breaking down of siloed thinking. The community transport model does appear more straightforward than other sectors, however, and times have changed in favour of different ways of delivery. Ultimately, the Strategic PSP model has enabled the development of a space for different partners to come together and begin a learning process, adjusting practices and attempting to change ingrained ways of working.

Legislative underpinning

The Strategic PSP model has arguably worked best as part of a wider push towards co-production, for example in areas involving statutory bodies where changes in legislation have helped to create a conducive environment (e.g. the

personalisation of services agenda). In situations where the legislative push is not as strong, the Strategic PSP work is often seen as additional to mainstream provision.

4.2 Considerations for future development

In the right conditions, the Strategic PSP model has worked successfully in bringing different partners together to begin to address the issue of effective service design. The opportunity now presents itself for the Scottish Government to build upon this achievement ensuring there is enough understanding of the model, rules of engagement and procurement legislation to ‘normalise’ this way of collaborative working.

Development

Mainstreaming such an approach would indicate that Scotland is at the international forefront of new approaches to embedding the co-production of public service design and delivery. Indeed, our review of alternative PSP models internationally has indicated that while long-term sustainability still represents a major challenge, the transformation of the Italian commissioning process enabled social cooperatives to be identified as the main and preferred service providers. This, in turn, facilitated collaboration and consortium development among social cooperatives to address identified needs – through service provision. However, this is not tantamount to mainstreaming co-production.

A distinct ‘Scottish Approach’ to policymaking and delivery has been constructed, guided by the principles of collaboration, co-production and partnership. The time now seems ripe to push ahead with more collaborative commissioning practices. The government should now provide further strategic leadership by encouraging more inter-departmental working and collaboration across different divisions – building on the cross-divisional work already under way in relation to Low Moss.

A number of key considerations on what needs to be considered – directions going forward - have emerged as part of this study. These are presented and discussed in turn.

Directions going forward

Specific legislation

The exploration of the international literature has revealed that successful examples of co-production often require legislation and changes to the commissioning process and in apportioning/pooling budgets. As examples of collaborative commissioning approaches and participatory budgeting mechanisms increase in the UK and further afield, more could be done to 'normalise' collaborative ways of working between public, Third Sector and service users¹⁴. While specific legislation could be introduced to require collaborative/inter-sectoral working through partnership models (like PSPs) as the preferred mechanism for service design/re-design, it needs to be recognised too that legislative changes elsewhere in the 'system' can often create the conditions or facilitate an appetite for partnership working and PSP-type approaches (as with personalisation of budgets/Self-Directed Support in the context of welfare reform).

Top level commitment

Collaborative working needs sufficient time and resources to make the project work, and to overcome cultural barriers. Developing trusting relationships and sharing learning have been reported as crucial elements in facilitating balanced partnership working. Further, providing strategic awareness training to senior managers/commissioners within the public sector appears a possible way to overcome procurement barriers and to promote the Strategic PSP model as the future way of working.

Embed learning

It is important to ensure all that has been learned so far on how to implement a model of collaborative working is not lost. Ensuring that specific training is provided to all of those involved (both specifically in the Strategic PSPs and across

¹⁴ Whilst the 'tools' are there, they are yet to be used. Perhaps introducing some kind of legislative impetus that not only recognises that future work has to be done in partnership but also that a named commissioner should be recognised from the outset, and that - partnerships have to make use of the abundant favourable legislative tools that are currently underused.

commissioners and procurement specialists) appears as a feasible solution to enable processes of collaborative working. For example, in Brescia Citta' del Noi (see Chapter 2 and Appendix 2) the involvement of public sector officers at all levels is supported through intense training provided by one of the Universities involved. Similarly, Social Impact Factory in the Netherlands organises training events to embed management instruments in social enterprises and to develop connections between the public and private partners. Partnership working presents several challenges, particularly in terms of resources and time intensity but also in terms of conciliating the agenda, remits and structure of the partners involved. At a practical level, training provision appears to be important in order to support those involved in understanding commitment and procedures.

Post Strategic PSP routes for partnerships

The commitment to those Strategic PSPs still in receipt of funding should continue (with, where appropriate, direct investment and/or in-kind support) with a view to support a clear identification of commissioning routes 'post Strategic PSP'.

Appendix 1 - Methodology

The methodology chosen to address the aims and objectives of this research – that is to explore the progress of the Strategic PSP model in Scotland and advise on future investment relating to this – emphasises the role of context and plurality of perspectives in shaping the outcomes of a programme: realist evaluation. Realist evaluation is used to identify outcome patterns, generative mechanisms and contextual conditions which helps not only to assess what works, but also for whom, and in what circumstances (Blackwood et al., 2010; Pawson, 2013; Pawson et al. 2012; Pawson et al. 1997). Specific approaches to data collection then need to be developed by researchers, selecting and adapting methods that align the philosophical tenets of realism with the substantive focus of inquiry (Angus and Clark, 2012). In order to operationalise our understanding of the brief in line with realist evaluation techniques we adopted a mixed-methods approach to data collection which included the collation and analysis of both primary and secondary data.

Primary data

We conducted 28 in-depth face-to-face interviews with Strategic PSP strategic coordinators (n=6), Strategic PSP operational managers (n=3), representatives of Third Sector partners (n=7), representatives of public sector partners (n=11) and representatives of academia (n=1). In addition we conducted four focus groups with key members of four Strategic PSPs (public and Third Sector representatives and service users) in order to gather their views on the process of setting up the Strategic PSPs, their assessment on the strengths and weaknesses of the model, and their views on notable achievements to date (see Table 4 for full description). We also conducted 13 interviews with: key Third Sector funders (n=2); Ready for Business (RfB) Consortium representatives (n=5); Scottish Government officials involved in procurement and the Change Fund PSP models (n=4); and other stakeholders promoting alternative models and commissioning processes (n=2) (see Table 5).

Table 4 – Voices involved in data collection for each Strategic PSP

PSP	Voices Involved from the Public Sector, Third Sector and Service Users	Other Data Collected
Low Moss	2 representatives of Scottish Prison Service, 1 representative of Community Justice 1 Strategic PSP coordinator, 1 Strategic PSP manager	Observation and informal discussion with prison officers and analysis of the evaluation report (qualitative quotes of service users)
NHS Lothian	1 Strategic PSP Coordinator, 2 representatives of the NHS, 1 representative of Edinburgh Local Council 1 representative of Academia 1 representative of Third Sector interface, 1 representative of Third Sector organisation	
East Renfrewshire	1 Strategic PSP Coordinator 6 Representatives of Third Sector organisations	
The Life I Want	1 Strategic PSP Coordinator, 1 Strategic PSP project manager 7 service users	Participation and observation Operational group involving public sector representatives, Third Sector representatives and service users
SPT Community Transport	1 Strategic PSP Coordinator 2 Representative of SPT 6 representatives of community transport organisations	
Elevate	2 representatives of NHS, 1 representative of public sector 1 Strategic PSP coordinator, 1 Strategic PSP manager, 8 representatives of Third Sector organisations	Participation and observation “Elevate Workstreams Event”: involvement of service users, Third Sector organisations and public sector

Table 5 – Stakeholders interviews

Name of stakeholders	Total Number of Interviews	Who has been interviewed
Ready for Business	5 interviews	1 Representative of SENSCOT, 2 Representatives of CEiS, 1 Representative of Social Firms Scotland, 1 Representative of KPMG
Big Lottery Fund	1 Interview	Head of Policy and Learning
Robertson Trust	1 interview	Director
Improvement Service	1 interview	Chief Executive
The Social Investment Impact Partnership	1 interview	1 Representative
Scottish Government	4 Interviews	Change Fund, Health and Social Care, Procurement Unit

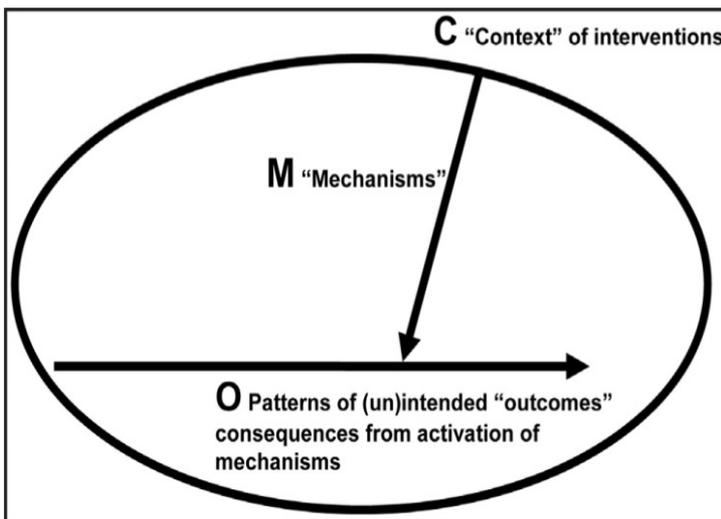
Secondary data

A number of secondary data reviews were carried out as part of this research. A review of alternative PSP models delivered elsewhere in the UK and further afield. This included a database search (of both Google and Google Scholar) for examples of alternative models and reports evidencing lessons learnt from various internationally developed alternative models of Public Social Partnerships. A further review of literature relevant to the Scottish model of Strategic PSPs was carried out alongside an analysis of secondary data pertaining to each of the six Strategic PSPs, including documents shared by the Scottish Government, the six Strategic PSPs, and RfB. The approach to analysis of the secondary data is detailed in the next section

Analysis

In line with the realist approach, the data have been imported into the qualitative data analysis software package NVivo 10 and analysed for emerging themes. A 'causation coding' method to analysing the data has been employed in order to establish the 'causal pathways' through which the intended (and/or indeed, unintended) outcomes are achieved. The mechanisms in play to achievement of such outcomes, and what (and how) contextual factors matter to the achievement (or not) have also been identified. The basic aim of such an approach is to understand what has and has not worked, and how. How context, mechanisms and outcomes interact in realist evaluation is described in Figure 5.

Figure 5 - Realist evaluation (adapted from Pawson and Tilley, 1997)



The scoping literature review approach

The aims of the scoping review on alternative PSP models were: to provide a description of international and other UK examples; to indicate what has reportedly worked, and what has not, in these contexts; and report on any evidence presented of lessons learned and impacts. The scope therefore was twofold: to identify other examples of PSP models; and to verify whether these or any others had been evaluated or assessed to measure impact.

The first part of the work focused on conducting an on-line search using the search engine Google – to identify policy and practitioner-based (so called ‘grey’) literature – and Google Scholar to search academic literature on evaluated, measured examples. International institutions’ websites such as the European Union and the OECD were also screened to review international reports on co-production and social innovation, as were two online platforms: the Observatory of Public Service and Innovation¹⁵ and Governance International¹⁶. The former is managed by the OECD and showcases relevant examples of public sector innovation. The latter is managed by a private organisation based in the UK which collects case studies of co-production, and aims to help other organisations to achieve better outcomes and efficiency savings.

The keywords used for the searches included: ‘co-production’, ‘public private partnership’, ‘public social partnership’, ‘social innovation partnership’ and ‘European social partnership’. These keywords were identified through literature searches and interviews conducted with the stakeholders and experts involved in the assessment of the Scottish PSP model. The keywords ‘evaluation’ and ‘assessment’ were also used to ensure that the literature emerging included some evidence of lessons learned, outcomes, and impacts of these models. After a first screening of titles and abstracts, only papers and reports that analyse partnerships between Third Sector organisations and public sector organisations were downloaded and read in full. It is important to note that this review only includes cases and reports disseminated in English and Italian, but excludes other languages. Therefore, while other examples might well exist, their inclusion in this report was based upon the principal researcher’s ability to understand the language.

Table 6 provides an overview of the number of reports or papers that have been screened and the ones that have been selected to inform this paper.

¹⁵ <https://www.oecd.org/governance/observatory-public-sector-innovation/home/>

¹⁶ <http://www.govint.org/>

Table 6 – Reports and Papers screened and selected

Keyword	Total Number of Reports/Papers Downloaded	Number of Reports/Papers selected for the report
Co-production	70	31
Public private partnership	13	2
Public social partnership	28	17
Social innovation partnership	17	6
Social partnership	13	8
European social partnership	4	1

Workshop

Finally, we organised a half-day workshop with participants of the research in order to validate our data and analysis by discussing the emerging findings.

Appendix 2 - Alternative models of Public Social Partnership available internationally and in the UK

Italian Case studies

Brescia Città del Noi¹⁷

Brescia Città del Noi (Brescia: Our City) is a project launched in 2016 managed in a partnership between the department of welfare services of the local council of Brescia, three non-profit organisations and two universities. The partnership aims at reshaping the welfare services of the city to address increasing and changing societal needs in a context of budget austerity. The total cost has been estimated to be around 3 million euro - funded by the Cariplo Foundation (a private foundation) with 1.4 million euro, the local council and the two Third Sector organisations involved.

A number of working groups have been developed to:

- design welfare provision for specific target groups (i.e. children, families, older people, marginalised adults and disabled people);
- monitor delivery and account for spending; collect and analyse data on societal needs;
- build the skills of council officers on how to deliver collaborative projects;
- raise awareness among the wider public; and,
- study future sustainability options for the services developed.

Outcomes

Although, the project only started in 2016 and is ongoing until 2019, a recently published social report of their Department of Welfare Services highlighted some of the results obtained through the partnership, such as an indication of increased knowledge-sharing among partners involved and new experimentations in social service design and provision. The partnership aims to change the relationship between the local council and Third Sector and develop a more community-based system of welfare that has the flexibility to address growing societal needs. The

¹⁷ Sources of Information: <http://bresciacittadelnoi.it/>

involvement of public sector officers at all levels appears to enable the process, supported through intense training provided by one of the Universities involved. Officers are supported in the process of learning and this arguably enables them to tackle the emerging issues relating to re-developing services more collaboratively, supported by strong political leadership.

Challenges

Although the project is still on-going, and more challenges are likely to emerge, the importance of establishing coherent mechanisms to enable the transition between experimentation and mainstreaming has been noted as the main challenge the partnership has had to face so far.

Bollate Prison¹⁸

In 2000, Bollate, a new Italian detention centre, was inaugurated near Milan with the idea to create a co-production process in which prisoners serve their sentences with minimal supervision. With the involvement of ten social cooperatives and the prison management and staff, prisoners were offered the opportunity to gain educational qualifications, improve or learn new skills and participate in a variety of activities to improve their health and well-being.

Outcomes

The work in Bollate prison has been extensively evaluated and represents a mainstream model of co-production in which a new service was developed with the involvement of public sector, Third Sector and with service users. Re-education, individualised treatment, education and work were all interconnected in a process aimed at supporting the lives of inmates. One of the evaluation studies reviewed investigated the differences between prisoners working and living in Bollate and a comparator group of inmates in other Italian prisons (Mastrobuoni and Terlizze, 2014). The authors showed through a quasi-experimental investigation that spending time at Bollate reduced recidivism by 16% in comparison to mainstream prison. The authors of that evaluation study highlighted that the ability to work

¹⁸ Sources of information: <http://www.carceredibollate.it/home> and <http://reportage.cooptelling.com/renewed-soul>

outside, and the sense of responsibility inherent in carrying out such work could positively affect recidivism rates, alongside increasing the health and well-being of inmates on a range of indicators. The success of Bollate was facilitated both by a strong commitment at the strategic level within the prison, but also through the development of a specific central government law (Legge Smuraglia of 2000¹⁹) promoting fiscal incentives to social cooperatives in the social integration of inmates.

Challenges

Despite positive outcomes, the example of Bollate has not been fully replicated in other prisons in Italy. Even if social cooperatives now have a growing role in working inside different prisons, their presence is still patchy: Italian prisons are still facing human rights problems such as overcrowding and quality of services²⁰. Overall, the main challenge that the Bollate project faces is that the activities delivered by social economy actors are almost always funded by the organisations themselves, thus it is not mainstreamed. Bollate provides a space and access to prisoners to act as a 'free' workforce, but the service is additional to mainstream provision, not funded by the prison or the state, therefore not fulfilling the co-production ideal.

AVIS and the Italian transfusion system²¹

Italian legislation emphasises the strategic role of Associations of donors and entrusts them to promote blood donation, collect it and call donors. Avis (Italian Association of Blood Volunteers) is the main and largest Italian blood donor association and it includes around 1.3 million blood donors (more than 75% of the total number of Italian blood donors). At the national level AVIS is involved with central and regional government departments to structure organisational solutions that can guarantee the delivery of consistent efficient and effective services. Avis has well over 3,000 territorial branches managing different phases of the blood collection process, including promotion and awareness of blood donation, donors'

¹⁹ Dlgs 193, 22 June 2000

²⁰ Report available at: <http://www.antigone.it/tredicesimo-rapporto-sulle-condizioni-di-detenzione>

²¹ Sources of information: https://www.avis.it/wp-content/uploads/userfiles/file/VOL_AVIS%2020%20mag%202014.pdf and https://www.francoangeli.it/Ricerca/Scheda_Libro.aspx?ID=23814

recruitment and retention and blood collection in strong collaboration with the Italian National Health Service. The Italian transfusion system represents a model of co-production, involving a joint process of design and delivery between NHS, regional government, local authorities and non-profit organisations of blood donors.

Outcomes

The collaboration between Avis and the Italian NHS (at every level) represents a model of co-production fully mainstreamed. Avis is part of the complex system, and without the organisation it would not be possible to address the blood request. Thus, they represent an equal partner with the public sector in promoting and delivering blood donation. At the local level, recent research has analysed the added value that Avis provides to the Italian transfusion system (Saturni et al., 2017). Using a Social Return on Investment tool, the authors claimed that for every euro invested in the organisation there was a return ranging from 1,70 to 13,80 euro depending upon the branch evaluated.

Challenges

Although the co-production process is mainstreamed, standard agreements between the NHS and the associations have not always been updated (Saturni and Fiorentini, 2013). The austerity measures that have affected Italian health systems risks reducing budgets available for blood donor associations. The uncertainty behind the update of standard agreements could affect the continuity of the organisations.

Furthermore, despite the dominance of AVIS in the national blood donation system, a joint planning of strategies between the public sector and the non-profit sector is still lacking. The sharing of information concerning the demand and supply of blood, to ensure the development of a consistent provision in every Italian region, is also still lacking.

Netherland case studies

Social Impact Factory²²

The Social Impact Factory was established in 2014 as a partnership between Utrecht local authority and the Kirkman Company, with the aim to promote social change and connectivity among different actors. The Municipality of Utrecht considered the Social Impact Factory as a means through which they could achieve their ambition of having the lowest unemployment rate in the Netherlands, using new collaborations, innovative solutions and public – private cooperation. Three main actions enabled the Social Impact Factory to develop. Firstly, social procurement was promoted from the outset: a transparent supply and demand system was implemented where municipalities and private companies publish their procurement needs while social enterprises, after being screened, offer their services. Secondly, different stakeholders engage in developing pilot projects to solve identified societal needs. Each project runs for six months and a long-term sustainability plan is at the core of the partnership process. Finally, the Factory organises training events mainly to embed management instruments in social enterprises but also to develop connections between the public and private sectors. The Social Impact Factory received funding for the first year from the municipality of Utrecht (200,000 euro) and other founding partners.

Outcomes

In its first year of operations, 90 social enterprises, 7 traditional businesses and 15 municipalities have been involved, leading to 21 matches worth 75,000 euro in revenue. Solutions to housing, transport and new job creations were developed and the local municipality invested 130,000 euro in such projects. Various events have been organised and a framework for evaluating social impact has been piloted. The Social Impact Factory has enabled a collaborative setting among public sector partners, social enterprises and Third Sector organisations to be developed (OECD, 2017), advancing opportunities to share this approach in different geographical areas.

²² Sources of information: <https://www.socialimpactfactory.com/>; http://www.keepeek.com/Digital-Asset-Management/oecd/industry-and-services/boosting-social-enterprise-development_9789264268500-en#page2

Challenges

Social Impact Factory as a model of co-governance has faced some challenges. Firstly, alongside constant tensions between social and financial missions, the organisation has experienced some resistance from potential partners suspecting the involvement of private companies, and criticising the encroachment of entrepreneurialism into the Third Sector. Secondly, tendering processes have not adapted to develop specific opportunities that explicitly favour social enterprises. The organisation is lobbying to understand how to change procurement guidelines.

Welkom in Utrecht²³

In 2015, Welkom in Utrecht, a website platform and a Facebook page has been funded by private citizens, aiming to co-ordinate and facilitate activities for asylum migrants in the Utrecht Region offered voluntarily by residents and organisations. The website platform does not organise activities itself but rather coordinates the volunteering activities of others (organisations or citizens) in the city. It is a channel where people can submit initiatives, it provides information on what people can do, it sponsors activities and it collects voices of the people involved. The delivery of the platform and the Facebook page were then institutionalised as a foundation. A range of activities for refugees is offered through Welkom in Utrecht, supporting the well-being of people and engaging citizens in offering services and activities. Involvement of the local council has been important to promote the activities in the media to facilitate access to organisations and other official bodies.

²³ Sources of information: <http://welkominutrecht.nu/en/> and at: <http://www.govint.org/good-practice/case-studies/welcome-to-utrecht-how-citizens-and-the-human-rights-city-work-together-to-coordinate-help-for-refugees/>

Finnish, Swedish and Danish case studies

Finland

Village Sports²⁴

The Village Sports project promotes health and well-being of rural inhabitants by means of physical exercise and social interaction. The project started with a preliminary enquiry about mapping the needs and resources of rural areas to encourage physical activities. It involved local municipalities, Third Sector organisations and citizens. Sports Villages were then developed, organising sports events and promoting cooperation between local sports organisations.

Outcomes

Evidence suggested that participants in the Village Sports project experienced increased social connectedness and cooperation, as well as increasing physical exercise among rural residents of South Savo.

Challenges

Some difficulties in managing the partnership were identified. Although cooperation between the various actors seemed functional on the surface, there was evidence of some tensions. For example, the need for the project was initially questioned, as well as the ability of the Third Sector to run the project. Also, there were some difficulties in trying to negotiate power dynamics, apparently related to the public sector being the sole funder of the project.

The Netty-Nysse Bus²⁵

Netti-Nysse is an internet bus established in 2001 with the aim to reduce the digital divide in Tampere, offering courses in basic ICT training for elderly people alongside media education to pre-school children and a wide range of cultural activities in areas of poor digital connectivity. Since 2012, Tampere council decided

²⁴ Source of information: http://www.helsinki.fi/aleksanteri/english/publications/files/Nikula_Social_innovations.pdf

²⁵ Sources of information: <http://slq.nu/?article=internet-bus-netti-nysse> and <http://www.govint.org/good-practice/case-studies/the-netti-nysse-bus-in-tampere/>

to experiment with providing health advice and health care through the bus. Collaboration between health services and local Third Sector organisations enabled the delivery of this service with the aim to increase the capacity of local people to prevent health problems.

When the idea of the internet bus was first mooted in 2000, it fitted into the strategic framework of the City of Tampere and its e-government programme. Afterwards, the bus became a permanent arm of the local library, owned and financed by Tampere local council. A range of business partners were involved in helping to support and maintain mobile connectivity.

Sweden

Kulturverket²⁶

In 2005, the City of Ulmea set up Kulturverket as a new cultural unit to implement a new approach to develop children services, and arts and culture. Its overall objective was to give all children in the municipality access to cultural experiences and to integrate creative learning processes into the everyday work of the schools. The unit involves artists from different fields (e.g. filmmakers, musicians, librarians, artists, photography and technology) and Third Sector organisations working in the cultural field to co-produce and deliver the service. Two different approaches have been developed. The first approach is based on children's ideas, thoughts and creative work being developed together with older pupils, students and professionals (practising artists and cultural organisations). Children and young people are the creators, and take an active part at professional exhibitions, shows and concerts. These involve professionals and cultural organisations with their experience, knowledge and resources to implement children's ideas. The other approach brings together researchers, artists and school children where scientists or researchers give lectures. Children then have a discussion about the research discussed and they turn their new knowledge into art, together with the artists.

²⁶ Sources of information: <http://cultumea.com/en/>

Kulturverket works with about 1000 – 1500 children aged 6 – 19 every year. Different art projects have been funded and developed. The municipality contributes around £400,000 every year alongside other public and private funding. One of the key success factors highlighted in this case study was the development of a strong partnership with cultural institutions, the local university and the local council.

Denmark

Cycling without Age²⁷

Cycling without Age is a citizen-initiated co-production initiative that started in Copenhagen in 2012. The main aim of the initiative is about improving well-being of older people and reducing their social isolation through the possibility of having free rides on bicycle rickshaws. At the time of development, the City Council of Copenhagen had launched a strategy of collaborating with civil society and engaged 'networking agents' in its Health and Care Department to support new forms of collaboration with citizens. Through these networking agents the initiative was presented to the local council and a decision about supporting the project was made. Moreover the local council suggested that nursing homes should support and cooperate with the organisation for improving their welfare services. Today Cycling without Age is working across 65 Danish local councils and 27 international countries, including, most recently, in Scotland²⁸.

Outcomes

According to the case study detailed in the Governance International Platform, the success of Cycling without Age depended upon the local councillors initially taking the risk to allocate funds to buy bicycle rickshaws (amounting to some £20,000) in the context of their ongoing commitment to fund care personnel and managers in care homes. However, the argument was made that if the commitment of care

²⁷ Sources of information: <http://www.govint.org/good-practice/case-studies/cyclingwithout-age-co-production-made-in-denmark/> and <https://www.youtube.com/watch?v=O6Ti4qUa-OU>

²⁸ See <http://www.bbc.co.uk/news/uk-scotland-tayside-central-40728410>

personnel and managers was high, then bicycle activity would be integrated successfully into the everyday life of older people and staff. Other factors of success include the alignment between the political focus on enhancing the quality of life of older people, the health and co-production agenda at the local level, and successfully communicating the benefits of the project.

Case studies from elsewhere in the UK

HMP Peterborough Social Impact Bond²⁹

The Peterborough pilot has been the first Social Impact Bond (SIB) promoted and evaluated in the UK between 2010 and 2015. This SIB was used to fund an intervention – the One Service – to reduce reoffending among those released from HMP Peterborough who had served a short prison sentence (of less than 12 months). Six actors were part of the Social Impact Bond mechanism: the UK Ministry of Justice had the overall responsibility of the project. Social Finance, a Third Sector facilitator, was the lead partner of the SIB, collecting funds from private investors and managing the service and the partnership. Private investors invested £5 million in the SIB, while the Big Lottery Fund also provided a guarantee to investors of £6.25 million. Social Finance used the funding to commission the delivery of the service to a number of Third Sector providers. A one-year renewable contract was established with three community organisations. The Ministry of Justice would pay up to 13.5% of the original investment, if the rate of reoffending events was reduced by more than 7.5% across all three cohorts compared to average figures across the entire prison estate. This SIB, although it was intended to run over three cohorts of prisoners was suspended after the second cohort. The reason was that the government introduced a general policy called “Transforming Rehabilitation” covering all prisons utilising a payment by results contract with an estimated value of £3 billion, which outsourced this function.

²⁹Sources of information:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/325738/peterborough-phase-2-pilot-report.pdf, <https://www.gov.uk/government/publications/final-results-for-cohort-2-of-the-social-impact-bond-payment-by-results-pilot-at-hmp-peterborough> and <https://www.gov.uk/government/publications/social-impact-bond-pilot-at-hmp-peterborough-final-report>

Outcomes

Results for Cohort 1 were published in August 2014. The analysis found an 8.4% reduction in the frequency of reconviction events within Peterborough Cohort 1. While this was below the 10% target required to trigger an early outcome payment for the first cohort, it was above the 7.5% target required for an outcome payment for the final combined cohort. In July 2017, results for Cohort 2 were published. The pilot achieved a 9.74% reduction in reconviction events for cohort 2 which was insufficient to trigger early payment for the second cohort as it did not reach the 10% threshold. However, the reduction achieved across both cohorts was 9.0%. This was above the minimum threshold and was sufficient to trigger payment. A number of mechanisms enabled the achievements outlined above. Firstly, strong leadership was important in developing the partnerships and instruments such as co-location, and joint access to the management database was developed. Secondly, formal agreements and procedures between Third Sector organisations and the prison service were established to coordinate the access to the prison. Thirdly, the Social Impact Bond helped to develop a flexible space where it was possible to decide how to improve service provision. Finally, it protected service providers and government in the event that it was not possible to achieve the agreed level of success.

Challenges

Challenges were faced in terms of long-term engagement of inmates with the services and the risk of not achieving a sustainable change in prisoners' lives. In addition, several possible limitations have been outlined concerning the Social Impact Bond mechanism. Firstly, there is a risk of adverse selection and 'cherry picking' of prisoners (OECD, 2015). Secondly, there is a risk of earlier withdrawal of investors with consequent high costs for the government to act as a safety net funder (OECD, 2016). Thirdly, there is an issue of evaluation and assessment of complex interventions with traditional positivist methods such as the ones that monetarise the results of the intervention with consequent difficulties in analysing if the intervention achieved the planned outcomes (McHugh et al., 2013). Finally, no

evidence has been explored about the mainstreaming of services financed by SIB after the end of the pilot phase.

Partnership for Older People Projects³⁰

The Partnership for Older People Projects (POPP) was funded by the UK Department of Health to develop services for older people. The Department of Health designated 29 pilot local authority sites, in which to run projects between May 2006 and March 2009, and it invested £60m. The projects aimed at promoting health, well-being and independence and prevention of need for higher intensity/institutional care. The 29 sites set-up 146 core local projects determined according to local priorities. In addition to these 'core' projects, a further 530 small 'upstream' projects were commissioned from the Third Sector. Altogether, 522 organisations were involved with projects across the POPP programme, including health bodies, secondary care trusts and ambulance trusts; and other bodies, such as the fire service, police, and housing associations; national and local voluntary organisations; and private sector organisations.

Outcomes

An evaluation was commissioned at the beginning of the project and an analysis of the outcomes of these partnerships was undertaken by an academic partner (Windle et al., 2010). Reduction in hospital emergency bed days and emergency department access were identified, and the evaluators claimed benefits in savings for every pound invested in the POPP. The majority of the projects have been sustained with only 3% being closed. In terms of partnership, service delivery teams comprised of staff employed by different agencies and relationships were particularly effective when they were working in the same location - barriers derived by a competitive context and lack of trust and confidence were overcome with the co-location of staff from different organisations.

³⁰ Sources of information:

http://webarchive.nationalarchives.gov.uk/20130104222714/http://www.dh.gov.uk/prod_consum_dh/groups/dh_digitalassets/@dh/@en/@ps/documents/digitalasset/dh_111353.pdf

In some cases, new posts were created for managing the partnerships and overcoming the possible barriers. This process incentivised a learning process between the public sector and the Third Sector, increasing local knowledge about communities for the former and skills and abilities for the latter.

The evaluation also identified the importance of discussing sustainability of the projects early in the process and the alignment to national and wider local strategic priorities as enablers of the partnership process. Sustainability in the POPP project was defined as the application of the learning generated within the pilot and/or the inclusion of the service re-designed in the mainstream.

Challenges

Challenges were faced concerning the short amount of time of the projects, the consequential sustainability, and the amount of resources and time for creating the partnership. Difficulties in overcoming a culture based on competition instead of collaboration were also faced alongside organisational differences in terms of structure and arrangements (e.g. salaries, pension systems, and holidays).

Although 85% of the projects secured funding to continue after the pilot period through the local Primary Care Trust or the Social Care Form, an early attention to the issues of sustainability was necessary. When early agreements were made among public sector agencies regarding their responsibilities for sustaining projects and these agreements were written into initial bids, it was easier to continue the projects.

Challenges were also faced to determine the ways in which budgets could be pooled between different organisations and different public sector departments. Although the monies were moved within organisations, no budgets were pooled among different agencies of the system. Thus, in the evaluation report, identification of mechanisms for incentivising pooling budgets in the early days of the partnership was suggested to support long-term sustainability. Finally, although the project was evaluated, it was suggested, for ensuring effective programme

evaluation, to identify monitoring and measurement systems at the start (and not at the end) of the project.

Bounce Back Project³¹

BounceBack is a project run as a partnership between AIW Health, a Third Sector organisation, and Liverpool University. GPs practices were involved to explore how to mainstream the intervention. It aimed to challenge and change current thinking about how to assess and manage mental health and well-being in a primary care setting. The goal of the partnership was to identify and address the causes of mental distress, working collaboratively to recognise disruptions to daily living and to explore how to address this area. Aligning theoretical knowledge from the University and practical knowledge of the charity, the project was awarded by the Department of Health Innovation Excellence and Strategic Development to support the introduction of the model of care in primary care settings.

The process of partnership and integration of the services in primary care was analysed and explored by the University of Liverpool. In the first phase of the project, challenges in understanding the differences between BounceBack and the current primary health care practice were faced by primary care staff and patients. The service was seen as an extension of the existing care rather than a new model of services. Also in the scaling up of the partnership, AIW Health staff were struggling to understand how to explain how the model was different from current practice but also from other Third Sector organisations. For overcoming these challenges, the project was refocused on a specific practice, working for co-defining and describing both the core and variable components of the intervention. A communication strategy for implementing the services was developed and regular feedback within the BounceBack team, practice and patients was created.

³¹ Sources of information: <https://bmchealthservres.biomedcentral.com/articles/10.1186/s12913-016-1726-6> and https://www2.warwick.ac.uk/fac/med/about/centres/wpc/researchers/bounceback_project.pdf

Outcomes

An evaluation of the project was also conducted by Reeve et al. (2016). The evaluation showed that only few practices, although expressing ongoing interests, were referring people to the service. Some factors were analysed as influencing this result. First, primary care was facing problems in terms of capacity. Second, it was difficult to support the patients in changing their belief that only medical intervention could affect their health and concerns. The patients involved highlighted that the service helped them by providing support and offering practical solutions, diminishing their distress. For overcoming this barrier, a key person within the practice team was identified to drive forward the service.

Challenges

The introduction of a new service needs to be managed as an entire system change, aligning visions and blurring boundaries between evaluation and delivery (Reeve et al. 2016). High level of resources for delivering the services and flexibility of reshaping the complex intervention should be taken into consideration. Finally, generation of knowledge, adaptability and change should be at the base of the co-production process alongside an evaluation of the process. Every partner should then be involved in a process of continuous learning (ibid).

Connected Care Model³²

The Connected Care model involves an intensive programme of community capacity building led by Turning Point, a Third Sector organisation. Community Researchers explore the needs and the services in a specific community, organising engagement events with citizens, public sector officials and civil society. This research process leads to recommendations being formulated about how local people think local services could be commissioned and delivered differently.

³² Sources of information:

http://eprints.lse.ac.uk/29956/1/Internet_Use_and_Opinion_Formation_in_Countries_with_Different_ICT_Contexts.pdf and http://www.turning-point.co.uk/media/209014/cc0013_connectedcarebrochure_proof.pdf.

Community members and commissioners then work together to turn these recommendations into reality through the establishment of partnerships, new services and community collaborations. Different partnership processes have then been established through the Connected Care Model. One of these is reported below.

In 2009, Turning Point was commissioned by NHS South West Essex and Essex County Council to carry out a Connected Care pilot project in South East Pitsea and Vange in Basildon for sixteen months. More than 900 people were involved and based upon the recommendations developed by the Community Researchers, a new service model aimed at developing a more community based approach to the service was launched jointly with the local council. The Basildon Experts by Experience Model is a hybrid service that employs a mix of local people and volunteers, with knowledge of their community, experience of using health, housing and social care services, and a vision for co-creating a new type of service embedded in the local community that builds the capacity and resilience of local people. The model aims at co-producing in the community a service to provide housing support, debts and benefit advices and time banking. The Experts by Experience Model was tested as a pilot project in the community. The navigators were the first point of contact, support and onward referral, helping people to understand the resources available and representing an interface between service users and public services.

Outcomes

The new service was evaluated in terms of cost-benefit analysis by external researchers (Bauer et al., 2010). From a governmental perspective, the researchers claimed the service was associated with an average net benefit per client between £1,047 and £3,319. It was calculated that a total net benefit between £550,000 (not including quality of life benefits) and £1,750,000 and an average rate of return between £4.44 (not including quality of life benefits) and £14.07 for every pound invested were achieved.

Challenges

In exploring the Connected Care case, although a cost-benefit analysis of the partnership was conducted, Bauer et al. (2010) did not explore the process of the partnership and how the service was sustained in the long term. Thus, it is not possible to analyse what challenges were faced in collecting community needs, piloting additional projects and including or reshaping services.

Recovery College³³

The Recovery College is a project developed between a voluntary sector organisation Activ8 and Sussex Partnership NHS Foundation Trust (SPFT).

Recovery Colleges use an educational approach to enable people to realise their aspirations; take control of their recovery and improve their well-being. All courses are mental health and recovery related; co-produced and co-facilitated by peer and professional trainers; and open to people who use services, their relatives, friends and carers, and NHS and voluntary sector staff.

Outcomes

Hastings Recovery College differs from many of the initial UK Recovery Colleges as it represents an equal partnership between the voluntary sector and the NHS (Meddings et al. (2014). SPFT has commissioned peer training since 2009, employing peer support workers, training all staff in recovery oriented practice, supporting self-help groups and the use of personal recovery plans. Alongside the role of SPFT, Activ8 has successfully sought external funds, developing a genuine 'balance of power' within the partnership, with the Third Sector organisation holding the budget for new funds for the pilot. Moreover, different meetings have been organised for planning the design of the Recovery College, developing a shared vision and discussing what each organisation could do. Only two lead partners were involved in the core redesign, engaging other organisations in case they had particular expertise. Starting with a small pilot was recognised as useful for overcoming possible barriers in terms of structure, cultures and knowledge. While

³³ Sources: <https://www.sussexrecoverycollege.org.uk/> and <http://www.emeraldinsight.com/gcu.idm.oclc.org/doi/abs/10.1108/JMHTEP-04-2013-0011>

building upon the strengths of the two partners, some challenges were also faced such as time, resources, bureaucratic constraints but also different target beneficiaries.

Challenges

Overall, making the partnership work is time and resource consuming. This should be acknowledged from the outset. It has also been noted that learning should be shared from the outset to support the growth of the partnership.

Appendix 3 - Expected Outcomes and Objectives Achieved

Strategic PSP Name	Objectives/Outcomes		
SPT	Bringing co-ordination, enhanced quality and better use of resources to the CT sector	Delivery of Community and Demand Responsive Transport (DRT) Services	CT Capability & Capacity - Growth and IT Development
	Co-Identification of three workstreams for increasing capacity of the community sector. Improvement of standard and quality of community transport (following the procedure of SPT)	7 pilot programs were designed. 3 pilots were conducted and they were confirmed to continue as services. 2 services were started but not reconfirmed after the pilot phase. 2 services are going to start in the next months	25 people (of 47 referred) completed the D1 training with a success rate of 100%. IT Scheduling process was tested and shared in two areas
East Renfrewshire	To review the existing Supported Living services (in-house and externally provided services)	Involve stakeholders and partners in the design and piloting of new service models	To test the models developed and to implement the changes through a procurement process
	Mapping exercise and production of a paper that collects the evidence behind the services	6 pilot redesign services tested	A move away from traditional time and task costs based on an hourly rate, to seeing an emphasis on an overall yearly budget of resources, and a move to defining the levels of support required based on an individual's stated outcomes
NHS Lothian	Designing services which are of the highest quality, and both effective and efficient	Strengthening existing relationships and building new robust relationships with Third Sector organisations and, essentially, with service users	Building knowledge of a co-production approach to designing services which could be utilised and enhanced in later stages of the redevelopment and in other service areas
	The first PSP (Wayfinder) is at the stage of scaling up the services and exploring how to become mainstreamed. The other PSPs are in different stage of development but they	Some of the PSPs have involved Third Sector organisations they were not expecting to be involved (development of new partnerships). The strengthening of existing and new	The experience of the first PSP has been used for developing the other four PSPs promoted by the same PSP lead

	are designing, piloting and testing different services in different communities of Lothian	relationship has been ongoing. Service users were involved mainly through Third Sector organisations or open events in the community	
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Strategic PSP Name	Objectives/Outcomes		
Low Moss	The Strategic PSP set out to develop and test a new approach to improve the throughcare support provided to short-term offenders		
	New throughcare support model for short term prisoners has been developed and 653 beneficiaries were supported. Positive results in terms of reduction of re-offending and improvement of health and well-being		
Elevate	To increase employability opportunities for people in recovery	To reduce the number of people in recovery who are unemployed	To make a positive impact on the health and well-being of local people and communities
	Work placements and accredited qualifications, skills training course, Erasmus placements (Year 1: 35 achieved qualification, 17 secured jobs; Year 2 (as of 2 nd quarter) 108 and 19)	Started in May 2017 with a six week personal development programme	Still to work on
The Life I Want	Improving health for people with learning disabilities	Improving relationship	Improving transition
	50 NHS GGC staff trained so far (in the last year - change of objectives from the first year), 56 people have attended Health work stream meetings with people with learning difficulties representing 41% of attendees	Identified some of the main barriers which prevent people from having good and positive relationships. Identified the need for three sub-groups and some members of the work stream have already volunteered to sit on each group. In all the workstreams people	Good Practice Guidelines on planning with young people delivered to the GIRFEC Board; Funding secured by GCIL for the development of an SDS App. SDS Book and Digital Stories circulated among the Strategic PSP Partners and beyond; Promotion and awareness raising of an Independent Travel Pilot with GCIL and VIAS

	with learning disabilities are the key actors in designing, piloting and testing the services and documents developed	3 young people in contact with the ABCD work in the East End of the City
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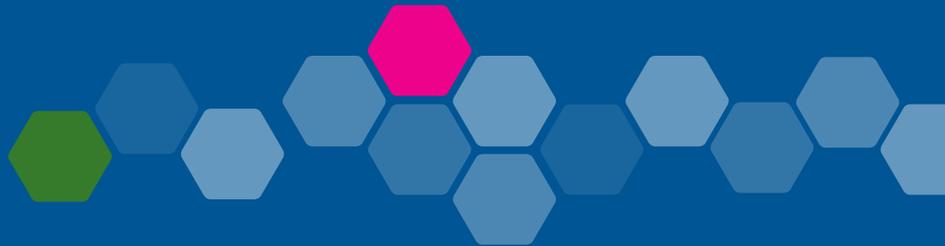
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