

INTRODUCTION TO THE TOOLKIT

The WACOSS Co-Design Toolkit has been developed using a Capacity Building Grant from the Western Australian Department of Finance.

WACOSS acknowledges the advice and support from the many government and community sector people who contributed its development, including the Co-Design Reference Group of the WA Partnership Forum and the consultants Dorinda Cox, Luisa Wing and Eric Dillon.

Co-Design is still relatively new to WA and experience to date shows that it is a model for collaboration that is still developing. As such, this Co-Design Toolkit is very much a 'work in progress' which we hope will continue to be developed based on experience to come. As such WACOSS is very keen to hear from users of the Toolkit about what else we can include that will add to its usefulness here in WA.

Louise Giolitto

CEO WACOSS

Co-Design is about designing and delivering community services in a partnership – an equal and reciprocal relationship – between funders, service providers and the people using services (and often their carers, families and others in their community.) Working together in this way is a better way to get things done and to really meet people's needs.

As Co-Design increasingly becomes the preferred model for service design and delivery in community services, potential participants – government agencies, service providers, service users and others – are looking for guidance on how to make it work.

This toolkit is a response to that call.

Starting with an agreed set of definitions and principles, the kit includes tools for ensuring Co-Design is the right model in the circumstances, guidance for government and the community sector preparing for Co-Design and advice on the Co-Design process.

The Toolkit does not promise to meet the requirements of all possible scenarios where Co-Design is appropriate. Indeed, one of the most valuable discussion papers on the topic 'Right Here, Right Now' explicitly states '...there can be no exact guidance, toolkits or "how-to" manuals...'

The authors of that paper point out that the examples of successful Co-Design (or 'co-

CO-DESIGN
TOOLKIT

production') that they have observed are highly relational and designed to account for many local factors.

We expect this to be the case in Western Australia too. Each Co-Design will be different. Each Co-Design process will need to be developed to suit the particular circumstances. However, there is enough common ground across programs and services for this Toolkit to be a valuable guide. This common ground is encapsulated in the Definitions and Principles Tool, developed following consultations on the WACOSS Co-Design Discussion Paper.² Also if co-design is to be adopted as policy and practice across government in WA, then it's important that we have some shared understandings and expectations about how it will happen, what and who is involved.

It has been developed by the WA Council of Social Service with a Capacity Building Grant from the WA Government. As such it has a focus on Co-Design in the context of government funded programs and services, and in particular Co-Design in the lead-up to procurement. However, many of the tools will be of use in a broader range of contexts,

including design of systems of care and support, Co-Design in the improvement of existing services, in the re-design of services and [for] service providers to respond to changing circumstances and funding models.

The key message throughout the Toolkit is the importance of keeping the focus at all times on achieving the best outcomes for the service users, their families and communities. Also it is about the involvement of the service users themselves in determining what those 'best outcomes' might be, not simply accepting Government's pre-determined view of what they might be.

The evidence is strong about Co-Design being an effective means of ensuring the best outcomes, but for this to hold true we need to be confident that we are genuinely engaging in processes that embody the principles and behaviours that have been shown to work.

This Toolkit provides guidance to ensure that Western Australia's Co-Design initiatives are informed by both our local experience and international evidence on what makes for a successful Co-Design.

1. Right Here, Right Now – Taking co-production into the mainstream. David Boyle, Anna Coote, Chris Sherwood and Julia Slay. nef, The Lab and NESTA Discussion Paper, July 2010.

2. WACOSS Discussion Paper: Co-design Principles to deliver community services in partnership in WA, 2016. Online: bit.ly/co-design-discussion-paper

DEFINITIONS AND PRINCIPLES TOOL

Using this tool

Refer to this Tool at any stage during the Co-Design process to check in on the definitions and principles of Co-Design. Make a large format version of the Co-Design definition and the principles for prominent display throughout the Co-Design process. Draw participants' attention to the principles at key points throughout the workshops and in other communications.

Definitions

▶ Co-Design

Collaboratively designing services with service-users, service-deliverers and service-procurers.

▶ Co-Production

Collaboratively delivering services in an equal and reciprocal relationship between service-professionals, service-users and their support networks (ie. family and friends).

▶ Co-Creation

The process of engaging in both co-design and co-production.

▶ Consultation

Seeking feedback on an intended service with the intention of making changes based on responses.

▶ Informing

Sharing information about an intended service with no feedback sought.

Principles

▶ Clarity of purpose

There must a shared clarity of who should be involved, the process of involvement, what is negotiable or not, and what resources and time are needed to make the co-design possible.

▶ Inclusiveness

Comprehensive inclusion of people who will use the services (and their families and carers as appropriate) as well as those who will deliver them. It is important to design with people, not just for them. Inclusion must be at the outset, not later when decisions have been made.

▶ Equal Partnership

People to participate as equal partners, with solutions to be focused on service users.

▶ Respect and Trust

It is essential that there is an effective, facilitated process with freedom and

safety to speak frankly so that issues can be genuinely addressed. This requires a relationship based on trust, respect, openness and transparency that enables all participants to participate meaningfully, using methods of communication that enhance capacity to share ideas effectively.

▶ **Data-Driven**

Co-design processes should commence with the sharing of existing data on community need, population and cohort dynamics, and service evaluations. We should reach agreement on service goals and outcomes before proceeding to service design. Ideally, the co-production of effective service models is an iterative loop including co-design, co-production and co-evaluation.

▶ **Comprehensive**

The process should involve design, planning and evaluation, as well as in some cases, implementation or delivery.

▶ **On-Going**

Co-design is an iterative process that develops over time. Participants need to be able to explore, make mistakes, learn from these and use the process to progressively design better services that will deliver improved outcomes.

Levels of Co-Design

▶ **Individual level**

Co-design can occur at the individual level, for example in the development of individualised support plans actively involving the person who requires assistance, their family/carers, service providers and other stakeholders.

▶ **Individual Service User engagement at service level**

A service provider engaging with individual service users (either one-to-one or in a collective engagement with service users) to redesign an existing service (noting that many community organisations have developed their own integrated service models based on funding from multiple funding programs.)

▶ **Program level**

Co-design at the program level involves design or redesign of a specific program which will often only involve one funder/procuring agency but may involve consumers and more than one service provider.

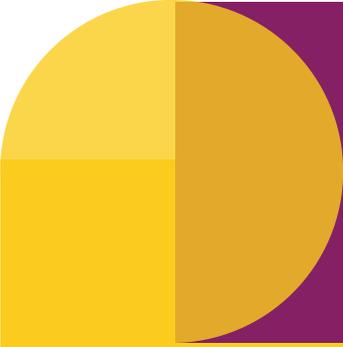
▶ **Place based level**

Here the focus is on a location, e.g. community, town, or region and consideration is given to how best to design services comprehensively for the relevant population of that location. This may involve multiple funders, service providers and programs, as well as a wide range of service users and other stakeholders.

▶ **System level**

It is arguable that the greatest opportunity for major transformational change occurs where the design process considers the best way of delivering services at a whole of system level. This may involve multiple levels of government, numerous agencies, communities and individuals and involve development of innovative solutions to current and future issues, removing current siloed approaches where these exist.





MAKING THE CASE FOR CO-DESIGN

Using this tool

Use the contents of this tool to encourage high level endorsement and buy-in from decision-makers and key stakeholders.

The Tool provides a ready-made case for Co-Design as the preferred approach for design, development and delivery of community services. Use it in briefings and presentations. For evidence to support the case made here, see the summary reports listed at end and the research papers in their bibliographies.

Clients, service users, families and carers

People are the experts in their own lives. Including them in the design of services respects them and their expertise. It also provides insight into how individuals will respond to services, helps shape services so they are more effective and identifies potential unintended consequences.

Service providers

Service providers – organisations, their managers and their frontline staff involved – are the experts in working with their clients and service users. They have unique insights into what works and what does not work with various cohorts of service users. Including them in the design of services is essential if services are to be practical, effective and fit for purpose.

Government agencies

Government agencies are the experts in understanding the priorities of elected governments and translating those into targeted investments to achieve the best outcomes for the community. They also have access to government data on existing services, service evaluations and community need. Including them in the design of services ensures that the services address the government-prioritised needs of the community and that appropriate levels of funding are available to deliver those services.

Value and Benefits of Co-Design

Intrinsic value – The mutual respect which is intrinsic to a Co-Design approach has direct benefits to all individuals and organisations

participating, encouraging greater buy-in and ownership of the service models which emerge. To the extent that Co-Design shifts the intrinsic power imbalance between funders, providers and recipients, it leads to a sharing of responsibility and restores a level of control to those who otherwise may have very little.

Increased capacity and impact – Bringing together the different kinds of expertise means that a greater range of options can be explored, challenges addressed and unintended consequences identified and mitigated. It may increase awareness of the interaction with other services and supports within the community or other factors that may support or impede service outcomes. This leads to services that can more effectively achieve outcomes and have greater impact. Maintaining the Co-Design collaboration into service delivery brings mutual benefits for both government service providers and community sector providers, leading to improved outcomes and greater impact.

Reduced cost – Engaging all parties in the design of services ensures that opportunities for collaboration and integration of services can be explored, with consequently improved cost effectiveness. It means that ways of engaging service users, families and carers in the delivery of services can be worked through, identifying

opportunities for volunteering and peer support to complement professional services. To the extent that Co-Design tends to increase the focus on prevention and early intervention, it can reduce the cost to government which has responsibility for provision of much more expensive acute services and emergency responses.

Positive effects of Co-Design

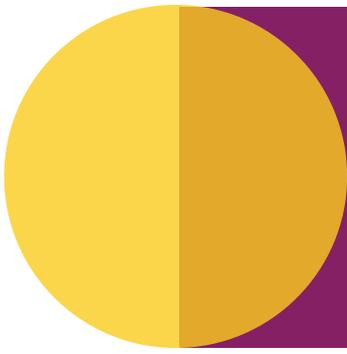
- ▶ Taps into full range of relevant human and organisational experience
- ▶ Benefits from the ‘wisdom of the crowd’ – the sum being greater than the parts
- ▶ Breaks down silos – between sectors; between funders, providers and service users; between policy, procurement and service delivery within organisations
- ▶ Combines the wisdom of lived experience with the expertise of professionals to maximise benefit
- ▶ Minimises waste by testing assumptions with the end users of potential services
- ▶ Shifts focus to more person-led, community-involved preventative services that relieve pressure on costly acute services

Examples of brief papers which summarise the evidence for the propositions in this Tool and which have further links to specific research, include:

Co-production in mental health – A literature review. Julia Slay and Lucie Stephens. The New Economics Foundation. UK 2013

Right Here, Right Now – Taking co-production into the mainstream. David Boyle, Anna Coote, Chris Sherwood and Julie Slay. The Lab, The New Economics Foundation and NESTA. UK 2010

WACOSS Discussion Paper: Co-design Principles to deliver community services in partnership in WA, 2016. Online: bit.ly/co-design-discussion-paper



IS CO-DESIGN RIGHT IN THESE CIRCUMSTANCES?

- ◆ We already know what needs to be done and how to do it¹
- ◆ Options to change existing models are constrained by political considerations²
- ◆ Existing contracts will end within 18 months³
- ◆ Existing contracts will end in three months⁴
- ◆ Services are not currently meeting objectives or achieving desired outcomes
- ◆ Services are delivering required outputs but desired change is not occurring
- ◆ Services are effectively achieving desired outcomes with high levels of consumer satisfaction
- ◆ New budget allocation has been made to address a specific issue
- ◆ New budget allocation has been made to address issues in a specific location
- ◆ Circumstances have changed since funding was originally allocated
- ◆ Funding is being cut from an area traditionally funded by government
- ◆ Different service providers are achieving significantly different outcomes
- ◆ The issue or problem to be addressed does not have an obvious service delivery solution
- ◆ There is a recognised issue of concern but no resources for services to address it⁵
- ◆ There is an existing model for engaging services users (and/or families and carers) in service design and delivery
- ◆ There are no existing models for engaging service users (and/or families and carers) in service design and delivery
- ◆ There are organisations representing the users of these services
- ◆ There are no organisations representing the users of these services
- ◆ There is a single preferred provider of these services
- ◆ There are both commercial and not-for-profit providers of these services
- ◆ A government agency is the sole provider of these services⁶
- ◆ The issue to be addressed is 'wicked problem', i.e. one that has been resistant to previous efforts and which will require whole-of-government, whole-of-community responses

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- ¹ Even when the problem seems so simple that a solution is clear, engaging a wider range of service providers and service users can provide new insights, lead to new efficiencies or avoid unintended consequences. Social and community issues are rarely simple in any case and no service is ever 'perfect'.
 - ² All services are 'constrained by political considerations', even if only to the extent that the decision to allocate funds in the first place is a political decision. However, if all relevant considerations (nature of service, who is to receive it and how) have all been made, there may be little scope for Co-Design and entering into a Co-Design process may be pointless and potentially damaging to relations with service providers and service users.
 - ³ For large or complex government procurement processes, preparation for new funding rounds should commence more than 12 months before the end of existing contracts. The earlier service providers and consumers are involved in this the better.
 - ⁴ While this is too late for a Co-Design process to be undertaken, some elements such as engagement with Peak Bodies, consumer representatives and service providers may still be useful.
 - ⁵ Most community problems or issues will require resources to be allocated to services if they are to be addressed, and resources are usually required for a Co-Design process as well. It is therefore unlikely to be worth undertaking a Co-Design process in these circumstances but there are exceptions such as processes which include identification of potential funding or involve potential funders or philanthropics.
 - ⁶ Improved service models could still come about from Co-Design with the service users. Other models such as self-directed services or more individualised services may come from using a Co-Design approach in these circumstances.
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GOVERNMENT PREPARATION TOOL

How to use this tool

Use this Tool if you are in a Government Department with responsibility for commissioning services or for engaging community service organisations in tackling an issue or meeting a community need, and you have assessed that Co-Design is appropriate.

Preparing for Co-Design

Before seeking to procure new services or put existing services out to tender Government agencies should plan for a Co-Design process, if appropriate. It will be appropriate in most cases where new services are being commissioned, innovation is being encouraged and a wider range of potential providers is being considered.

Co-Design can be most effective in developing new approaches to difficult problems. It can be used to design new models prior to allocation of Government funding, or it can be used to ensure funded models are designed with input of all relevant stakeholders.

In preparing to undertake a Co-Design initiative, it is especially important to spend some time ensuring that everyone involved has a clear, commonly agreed understanding of the **scope** and **intent** of the process.

Relevant considerations for the Department include:

- ▶ whole of Government policies on partnership

with the community sector and the related procurement reforms¹

- ▶ nature and conditions of any budget allocation to the program or services
- ▶ the timeframe for commissioning programs or establishing services
- ▶ existing policies and procedures which may need to be reviewed to enable Co-Design
- ▶ the interface between the program and other services delivered by the Department
- ▶ the degree to which internal practices and services may need to change to work effectively with the newly designed services
- ▶ the role of the Department in monitoring or evaluating outcomes

Stages of planning for Co-Design include:

1. Obtain in principle **commitment** from agency executive (and in most cases the Minister) for a genuine Co-Design process, recognising that it may lead to models different from those initially envisaged.

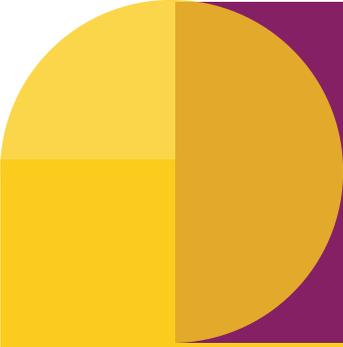
2. Decide on the **scope** of the Co-Design, in particular what is in and what is out of scope.
3. Ensure all relevant areas of the Department are **fully briefed** on the intent and process of the intended Co-Design, including staff in areas of strategic policy, research and evaluation, procurement, information services, service delivery and corporate services (and that they have access to the Co-Design process as far as possible)².
4. Establish a **Co-Design Team** with representatives of each of the areas of the Department. The Team should be led by a person who then has overall responsibility for carriage of the design process and subsequent procurement to ensure continuity from design through to implementation.
5. Circulate Co-Design **Principles** to all staff involved.
6. **Consult** with existing and potential service providers and others (including consumer and carer representatives) about the type of Co-Design process to be entered into, including:
 - a. Their requirements for data and other information
 - b. Timeframes for each stage
 - c. Structure of workshops and other engagement processes
 - d. Extent of service user engagement, **and** whether there are separate, or combined and separate, processes involving service users³
7. Allocate **funding** for the Co-Design project, including funding for facilitation, consultancy services, venue hire, catering and consumer engagement.
8. Decide on **timeframes**, including time between workshops (or other engagement strategies) for reporting and responding to what has been done.
9. Ensure staff from all areas involved have **time allocated** to fulfilling their responsibilities to the Co-Design before, during, between and after the workshops and other engagement processes.⁴
10. Prepare the **data** required for informed decision-making about the potential services, including:
 - a. Statistical information on the nature of the problem
 - b. The historical trend data on the issue, including regional variations
 - c. Relevant demographic data
 - d. Projection data on likely demand for services over the term of the future contracts
 - e. The original business case on which the allocation of funds was made
 - f. Outcomes data from existing services (de-identified if necessary and if possible)
 - g. Relevant research that has informed the Department on its planning for services
 - h. Information on other services and supports that may interact or be of relevance to the service users
11. Compile the data into **presentation** format to share with participants in the Co-Design, including (if appropriate) simplified summaries and graphics for service users and others involved.⁵

12. Identify **potential stakeholders** to invite to be involved in the Co-Design. It is recommended that the relevant community sector peak bodies be engaged to advise and assist in getting invitations to relevant stakeholders.
13. Decide on the extent of **independent facilitation** required⁶. This can be as simple as engaging a workshop facilitator for each of the Co-Design processes, or engaging a consultant to work with the Department on scoping up and delivering the Co-Design. Or it can involve contracting a consultant to partner with the Department in all elements of the process including through to the development of service specifications.
14. Seek expressions of interest or otherwise procure the services of an independent consultant or facilitator to manage the Co-Design process (as required). Ensure that essential requirements include the capacity to effectively engage with Aboriginal people and service providers, as well as cultural competencies in working with diverse cultural communities and communities of interest.
15. Work with the consultant/facilitator to **plan an engagement process** that encourages active participation, creativity and open, non-judgemental communication with a consistent focus on outcomes for service users and the community.
16. Prepare a **communications plan** for the Co-Design process, including:
 - a. Content for invitations
 - b. Invitation list – including internal Departmental participants, service providers, service users, consumer and/or carer representatives, other sources of specialist expertise such as researchers and academics
- c. Clear statement of scope of the Co-Design
- d. Pre-workshop information pack
- e. Post-workshop reporting (capturing what was heard during the workshops)
- f. Feedback prior to further workshops on the Department's response to input received so far, including consensus elements of the service model, agreed process matters and any areas where the Department differs from views expressed
- g. Internal Departmental communications to ensure all areas of the Department are aware of progress and issues arising, including regular briefing of Departmental executive team
- h. General newsletter-style feedback to a wider audience to keep people informed as process proceeds
- i. Acknowledgement to participants
- j. Formal communications once process enters the tender phase, including circulation of draft specifications for comment and lodging of appropriate notifications on Tenders WA
17. Establish a plan to **document** the Co-Design process and evaluate its effectiveness⁷.
18. Set a **date** for initial workshop that allows for it to be opened by the Director General or Minister to give high level endorsement to the process.

Once planning has been completed, **invitations** to participate should be sent from the Director General (or equivalent) to the CEOs of community sector agencies, consumer representatives and advocacy groups.

In addition to community sector agencies, it may also be important to invite representatives of other Government agencies who have expertise in the particular area or whose services might be affected.

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- ¹ The Delivering Community Services in Partnership Policy and the Partnership Forum Principles and Behaviours provide a useful guide to the underpinnings of Co-Design in WA. These can be accessed at https://www.finance.wa.gov.au/cms/Government_Procurement/Policies/Delivering_Community_Services_in_Partnership.aspx and <https://partnershipforum.dpc.wa.gov.au/Pages/Partnership-Principles-and-Behaviours.aspx> WA Labor's Supporting Communities Policy supports co-design processes and ongoing partnership between the public and community sectors and commits to trialling more collaborative funding models.
 - ² If Co-Design is driven by one part of the Department to the exclusion of others (or if it assumed that key staff can fully represent all interests within the Department) then there are likely to be significant difficulties when it comes to implementation of the service model. For example contract managers have unique insight into legalities of management of complex contracts, while service delivery staff have on the ground knowledge about what they see working and not working, and research and evaluation staff will be well-placed to advise on service outcomes and measurement. All should be at the table in the Co-Design process if unintended consequences are to be avoided.
 - ³ Generally, service users and service user representatives should be invited to be part of the main Co-Design workshops and these should be structured to ensure their input is encouraged and valued. However it may also be useful to engage a broader range of service users and others in focus groups, interviews or different format workshops as well. If this is done then there needs to be a mechanism for the outcomes of those processes to be built into the Co-Design and feedback shared.
 - ⁴ For example, they may need to respond to data requests, answer research questions, clarify IT capability issues, conduct scenario modelling or clarify policy matters arising from one workshop in time for the next (in addition to writing up outcomes, refining models and preparing for next stages.)
 - ⁵ Note: In more complex Co-Design it may be necessary to take a consultative or Co-Design approach to the data issues before undertaking any planning of the service models. Reaching a common understanding of what data is relevant/important and what it means can be important in getting common understanding of the community need and of the language describing need and the desired social outcomes.
 - ⁶ Independent facilitation puts all parties to the process on equal footing. This works well when the facilitator has been well-briefed by the Department, service providers and service user representatives prior to the workshop phase. It not only puts service users, providers and the Department on an equal footing, it also has benefits within the Department where all directorates and work areas also see their roles as being equal and the process not being driven by any one section.
 - ⁷ A sample invitation is included in the Toolkit.



COMMUNITY SECTOR PREPARATION TOOL

How to use this tool

This Tool is to assist Community Sector organisations in preparing to respond to an invitation from Government to be involved in the Co-Design of programs and services relevant to their areas of expertise.

Deciding whether to participate or not

The primary consideration is whether or not you believe that clients or service users will be better off as a result of your contribution to the design of the services available to them.

You need to ask: Is this Co-Design relevant to my organisation? Are we likely to be delivering the services being designed or is there a link to our clients i.e. are we getting clients from or referring them to the services?

Other key questions include: Is this 'core business'? Can we spare the time? Will it help us grow in directions we want to go? Do we have the expertise to add value in the Co-Design process? Will there be an advantage to us in the subsequent procurement process (or any disadvantage from not participating)? Is it a legitimate Co-Design process or is it just going through the motions? Is the scope wide enough to make a difference... or am I wasting my time by going along? Is the proposed funding sufficient and sustainable?

Co-Design can be most effective in developing

new approaches to difficult problems. It can be used to design new models prior to allocation of Government funding, or it can be used to ensure funded models are designed with input of all relevant stakeholders.

By inviting you to participate, the Government (or Department) acknowledges that your organisation has expertise and experience that will be valuable in the Co-Design process. However, it is up to you to decide whether to share that expertise and experience in the Co-Design phase or wait to demonstrate it in the subsequent tender stages. There are pros and cons to both approaches.

Benefits of participation in Co-Design

There are benefits flowing directly from participation for individuals involved, organisations and potentially for clients of your existing services. These include:

- ▶ The personal professional development that comes from creative engagement in in-depth discussion of matters of shared passionate interest

- ▶ The exposure to ideas that can add value to current practice or challenge existing ways of working
- ▶ Exposure to a broader range of service users and their representatives than you may normally have (outside of your direct service provision)
- ▶ In-depth exposure to the background to, and Departmental thinking about, the proposed services (which may be useful in responding later in the procurement process.)
- ▶ Clarification of whether the proposed programs and services are ones you should pursue through the procurement process or not, potentially saving significant wasted effort
- ▶ Identification of elements of the service models discussed which can form part of your bid for whatever tender or grant follows the Co-Design process
- ▶ Opportunity to showcase the organisation's expertise and experience among a group of peers and Government decision-makers
- ▶ Opportunity to influence the design of programs or services that you may end up delivering, ensuring alignment with your organisation's values, objectives and ways of working
- ▶ Opportunity to influence the design of programs or services to improve outcomes for service users regardless of who ends up providing the services
- ▶ Incidental networking benefits from spending quality time with peers and relevant officials from various parts of Government or the Department
- ▶ Specific networking benefits related to the Co-Design and subsequent procurement process, including identification of potential consortium partners, collaborators or sub-contractors
- ▶ You may convince others to pull out of tendering or to decide to collaborate rather than compete.
- ▶ Small organisations have an opportunity to demonstrate their specialist expertise in working with particular cohorts and show how they could add value to a model led by one of the larger organisations
- ▶ Intelligence gathering about the nature of the market for services and the strengths and weaknesses of potential competitors

Potential costs of participation in Co-Design

- ▶ Actual cost of staff time involved, including preparation and reading time
- ▶ Risk that contributions will not impact the development of the specifications for the program or services in any meaningful way (wasted time.)
- ▶ Risk of loss of 'intellectual property' as information shared in the Co-Design process may be used by competitors

For most organisations the benefits of participation will outweigh the potential costs. Perhaps the most compelling reason for participation is the altruistic one of contributing to the design of better services leading to better outcomes for the people we work with.

Preparing for Co-Design Participation

Before committing to involvement in a Government or Department-initiated Co-Design process, there are a number of things to check:

- ▶ Is there a commitment to conduct the Co-Design in line with established Co-Design Principles¹?
- ▶ Is there sufficient time for a thorough process to be undertaken?
- ▶ Is the Co-Design brief clear, including a clear statement of what is in scope and what is out of scope for consideration?
- ▶ Is there sufficient engagement of service users, consumer representatives, carers and/or families?
- ▶ Is there an opportunity to contribute to the planning of the Co-Design process?

If you are satisfied with the answers to these questions, then you can proceed with some confidence that the process will be of value.

Further preliminary steps include:

- ▶ Decide who will **represent** your organisation. It may be helpful to have more than one person attend so that you have input from a strategic organisation level and from a practical service delivery level. It is often valuable to have the CEO or other senior executive attend the first stage of the Co-Design to provide the organisation's official position and to assess whether the ongoing process should have the organisation's involvement.
- ▶ Assess the **information requirements**

necessary for your effective contribution and convey those needs to the organisers of the Co-Design. For example, if you need demographic information about the people the program will work with, data on the level of service need, existing service levels or evaluations, request that information from the Department in advance.

- ▶ Similarly, you can ask the Department to provide access to research and independent reports from other locations or similar circumstances, or source those for yourself.
- ▶ Discuss the **scope and intent** of the Co-Design internally with staff to ensure your organisation's representatives have an informed perspective on the policy, service delivery and potential contract management aspects of the Co-Design.
- ▶ It may be necessary to **inform your Board** about the upcoming Co-Design, especially if the outcomes of the subsequent procurement processes may have a significant impact on the organisation (either contraction in the event of loss of contracts, changing service models in the continuation of contracts or expansion of the organisation to respond to new contracts.)
- ▶ Engage with your organisation's **consumer representatives** (and/or service users themselves) about their interest in participation or in having input through your organisation.
- ▶ **Negotiate** the participation of your consumers/consumer representatives with the organisers of the Co-Design process. Depending on your internal policy on

payment for consumers you may need to allocate a budget for this or seek funding from the organising Department.

example, in looking into local factors if the service is to be delivered outside of your usual service area.)

- ▶ Notify **other stakeholders** and interested parties through your usual communication channels (website, newsletters, email, etc.) about the Co-Design and provide opportunity for them to provide comment or other input.
- ▶ Identify any proprietary or **confidential matters** relevant to the Co-Design which you do not want shared in workshops with other organisations.
- ▶ Decide what things related to the proposed program or services are '**non-negotiable**' for your organisation and what are the areas where there can be a flexible approach to service delivery.
- ▶ Conduct whatever **research** or other inquiries you think would be useful in adding to the organisation's experience and expertise (for

With this level of preparation, you should be able to enter into the Co-Design with confidence that your contribution will be highly valued and that you will be able to influence the outcome to the benefit of your organisation and the people you work with.

¹ See Co-Design Definitions and Principles Tool

CO-DESIGN PROCESS

How to use this tool

This Tool is to provide guidance to ensure the Co-Design process is inclusive, comprehensive, and effective in leading to better programs and services.

Introduction

There is no single model for Co-Design that can be applied in all cases. The model for design of a new approach to tackling entrenched problems in a particular community will be different from the re-design of existing services to better meet the needs of a well-defined group of service users.

Preparation

Ensure that all elements of the preparation covered in the Government Preparation Tool and the Community Sector Preparation Tool have been actioned. In particular, ensure the scope of the Co-Design is clearly articulated, the potential stakeholders identified and invited to participate, the model for engagement and participation that is fit for purpose has been developed, and a communication plan is in place.

Work with the independent consultant or facilitator to ensure the process:

- ▶ aligns with the Co-Design Principles
- ▶ identifies and engages the full range of stakeholders as outlined in the Engaging

Stakeholders Tool

- ▶ has engagement strategies that are appropriate to the scale of the Co-Design initiative
- ▶ includes the right combination of workshops, focus groups and targeted consultations to ensure all relevant voices are heard
- ▶ gets input on all relevant parts of the service model or program design, including:
 - ◆ high level outcomes,
 - ◆ service user profile
 - ◆ service needs analysis
 - ◆ service delivery model including skills required to deliver
 - ◆ mapping of relationships between service users, providers, funders and other stakeholders
 - ◆ decision-making processes or governance models
 - ◆ reporting and monitoring and accountability requirements
 - ◆ evaluation
 - ◆ built-in continuous improvement

- ♦ processes
 - ongoing processes to ensure Co-Design Principles are continued into the implementation phase post-design

Note: A one-dimensional process, e.g. a series of similarly structured stakeholder workshops, may not be suited to getting the best outcomes on all elements of the service model. Some subjects such as identifying Key Performance Indicators may be more effectively developed in smaller groups with a different mix of experts and service users.

Check the proposed Co-Design process with key stakeholders (such as service provider Peak Bodies and Consumer Advocacy Groups) before proceeding.

Initial Engagement

Use a mix of targeted invitations (to service providers, user representative bodies and relevant Peak Bodies) and public notices (for example in sector newsletters and eNews networks). Include encouragement to extend the invitation to service users (and families and carers if relevant) in each of the invitations and notices.

In some Co-Design initiatives it may also be appropriate to provide support to service providers to engage with or consult their existing service users to extend consumer input beyond the numbers who are actually able to attend Co-Design planning events.

Initial engagement should include information on the issue being addressed, the scope for Co-

Design to contribute to the service model and the timetable for developing the model. It should also be clear about the level of involvement/commitment required from participants.

Co-Design Process

Use the Co-Design Process in More Detail Tool to match the process to the scale, scope and purpose of the program or service design. This Tool outlines the elements of the process that are common to most if not all Co-Design.

Use the following to ensure that the process you develop for the particular Co-Design initiative is fit for its particular situation:

- ▶ Engagement in System, Strategy or Large Scale Whole of Community Co-Design
- ▶ Engagement in Place-Based Co-Design
- ▶ Engagement in Program or Service Level Co-Design
- ▶ Engagement in the Delivery of Services (Co-Production)

In applying these Tools it is critical to have confidence in the process and in the wisdom of the crowd, and to share that confidence with participants.

It is not unusual for there to be scepticism about how genuine the engagement is going to be. Many participants may have experience of previous consultation models where they feel they were not able to influence the outcome and will be wondering how this will be any different.

It is important to acknowledge that experience and to be as clear, open and transparent as possible about what is in scope and what is out of scope. Even so, it is not always possible

to know that all in advance and sometimes the most interesting and innovative ideas are at the boundaries of what is in or out of scope.

In the Co-Design process it is important that people feel free to express a wide range of opinions and put forward a wide range of options and ideas, particularly in workshop activities and more open-ended consultations. Even where these are out of scope for the particular Co-Design they should be respected and captured for consideration in other contexts.

Sometimes what emerges from the Co-Design cannot be ignored and it is the scope that has to change. While that will no doubt lead to challenges for the funding body and its relationships with key decision-makers (its Executive, Director General, Minister or even Cabinet), sometimes it will be necessary to go back with the message that the initial scope is not viable, optimal or appropriate.

Hopefully these circumstances will be rare. In recent WA experience this has mainly been in relation to proposed timelines for procurement and in other cases about the total level of funding allocated rather than matters related to the service models being designed.

Concluding the Co-Design Process

Each stage of the Co-Design process should involve feedback to participants so they know have been correctly heard and their input recognised as well as ongoing feedback about how the service model is taking shape.

At some stage the process will 'go behind

closed doors' while detailed specifications are drawn up. This generally needs to be done in this way to ensure the integrity of the subsequent procurement process which may be a competitive tender or grant process subject to State legislation and Government policy.

Procurement processes though can allow for the publication of draft specifications with opportunities for stakeholders to comment. This is an opportunity for stakeholders to check that the views expressed and decisions agreed in the Co-Design have been captured in the specifications. It is at this stage that the integrity of the Co-Design process is really put to the test.

It can be difficult for participating agencies to make direct submissions about problems with the specifications at this stage, because of concerns about affecting the way their subsequent bid will be viewed. At this stage there may be a role for Peak Bodies in representing views of their member agencies, particularly where concerns are shared across a sector.

Likewise, it can be difficult for individual consumers who have been part of the process to have input at this stage but their concerns may effectively be conveyed by their representative or advocacy bodies.

Sufficient time must be allowed for revision of the specifications following the closing date for feedback. Otherwise participants in the Co-Design will not have confidence in the legitimacy of the process.

Once the procurement process is under way and the closing date for submissions is passed, it is a good time to reflect on the Co-Design process and seek feedback from participants on their experience of the process.

It is useful to do this once proposals are in

but before decisions on successful bidders are announced. That way responses can be sought from those who did and did not submit proposals, and comment on the process will not be prejudiced by success or failure of the subsequent bid.

A template for evaluation is included as a Tool in the Co-Design Toolkit.

As a final action in the pre-implementation phase, feedback should be provided to all participants summarising the outcome, describing the model/s decided upon, notifying them of which agencies were successful in bidding to provide services, and providing a summary of participant feedback on the Co-Design process evaluation.

Of course, this communication should also thank them, recognising that for many it has been a significant commitment of their time and a sharing of their valuable expertise.

The agency responsible for Co-Design should also conduct its own evaluation of

the process taking into account the feedback from participants (including those internal to Government) and by undertaking an honest appraisal of the extent to which Co-Design added value in developing the service model and improved the quality of proposals put forward in the procurement process. It should also assess which elements of the specifications were directly informed by the Co-Design process.

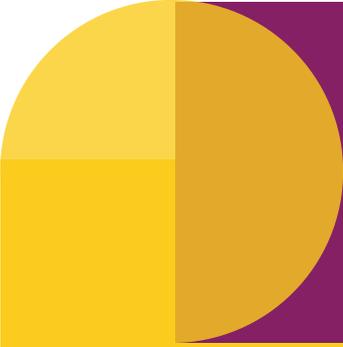
This evaluation should be distributed to decision-makers in Government and the Department and used to inform the development of future Co-Design initiatives. It would be a matter for the Department to determine whether or not it would also be appropriate to share with other stakeholders in the Co-Design.

In the spirit of Co-Design, it too should be shared, but it is also recognised that there may be some self-censorship if it is to be distributed and this may make it less useful for informing future practice.

CELEBRATE SUCCESS

Find an opportunity to celebrate success. Perhaps using the launch of the new program or other significant milestone as an event at which participants in the Co-Design could be acknowledged for their role. This will build ongoing commitment from people who are already invested in the model and generate goodwill for future participation in Co-Design initiatives.

If the process has been particularly effective, look for opportunities to enter the Co-Design in public or community sector awards for collaboration or innovation. Nomination is in itself an acknowledgement to participants that you have valued their input. Being shortlisted or even winning is a bonus!



IDENTIFYING STAKEHOLDERS

How to use this tool

This Tool is for use in identifying the full range of people and agencies who should be invited to participate in Co-Design depending on the scope and nature of what is being designed.

The primary stakeholders in the design of programs and services are: first of all, the people who will access and use those services (and in some cases their carers and families); then the people who provide the services; and finally the agencies who fund the provision of services (usually in this context, the Government).

In engaging consumers or service users, it is important to remember that they are people first and subsequently services users. As such there can be great diversity within

any group of service users. It is not enough to identify one or two and expect their experience or needs to be the same as all other consumers. Identifying consumers who come from different locations; different social, cultural or ethnic backgrounds; different age groups; etc. is important.

Respecting that fact that all people have more than one 'identity' in this context is also important. The term for this is 'intersectionality'.

INTERSECTIONALITY

Intersectionality is the idea that multiple identities intersect to create a whole that is different from the component identities. These intersecting identities include gender, race, social class, ethnicity, nationality, sexual orientation, religion, age, mental disability, physical disability, mental ill health, and physical illness as well as other forms of identity.

These aspects of identity are not 'unitary, mutually exclusive entities, but rather...reciprocally constructing phenomena.' The theory proposes that each element or trait of a person is inextricably linked with all of the other elements that go to make up who they are.

The practical implication for Co-Design is that having one representative for each 'identity' is not likely to be sufficient. For example, designing services to meet the needs of people with disabilities should involve people who can speak to the different circumstances of people across the range and combination of identities of people with disabilities.

Clearly it is not possible to cover every conceivable combination but it is important that more prevalent combinations, and combinations with significantly different needs or circumstances, should be engaged where possible.

The same is true in engaging Aboriginal consumers. There is great diversity with the Aboriginal community including city, regional and remote community

differences; language differences; differences in educational and socio-economic status; differences in health profile and so on.

In addition to funders, providers and consumers, there can also be a much larger constituency of stakeholders who are affected.

For example, if the services are crime prevention or prisoner rehabilitation, then the broader community or victims of crime may be relevant stakeholders.

The first task therefore is to conduct an environmental scan of potential stakeholders. For purposes of effective Co-Design, this does not need to be overly complicated or even scientific. Start with the stakeholders you know – existing service user representative bodies, existing service providers, Peak Bodies and funders – and ask them.

Start by asking: Who are the people whose needs we are seeking to meet? Are there particular individuals among them who would be willing and able to provide their input into improving services? Who is currently working with them? Who has expert knowledge or extensive experience in this work? Who else will be affected? Who else has an interest in this issue or these services? Which agencies will be affected if this new program or service model is successful or if it is unsuccessful?

The extent of the answers to these questions will give an indication of the scope of engagement required.

For example, if the aim is to meet the needs of the whole community, then the scope will be very different from engagement to meet the needs of a small group of people with a particular disability. Even so, a variation on the Co-Design model can be applied in either case and in the many different variations in between.

If the services are targeted to a predominately Aboriginal group of service users then the stakeholders may include Aboriginal elders and community leaders, Aboriginal community controlled organisations, native title bodies, Indigenous researchers and other community sector agencies.

In engaging diverse stakeholders it is important to remember that some styles of engagement will work better with some and not with others. Issues such as location of Co-Design activities, who makes the invitation, who else is attending, what time of day or day of the week, and many more practical considerations may come into play.

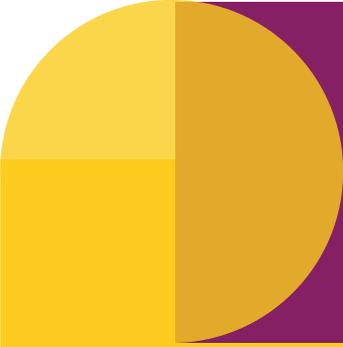
A key issue is to ensure that all participants experience the Co-Design as a 'safe space', both in the sense of actual physical and emotional safety and in the sense of being a space where participants can safely share their experience, insights and ideas.

For more detail on different approaches to engaging stakeholders in different circumstance see the following Tools in the Co-Design Toolkit:

- ▶ Engagement in System, Strategy or Large Scale Whole of Community Co-Design
- ▶ Engagement in Place-Based Co-Design
- ▶ Engagement in Program or Service Level Co-Design
- ▶ Engagement in the Delivery of Services (Co-Production)

Final Note on Engaging Stakeholders

While it is never possible to involve everyone, if you use these Tools as a guide and make real efforts to engage then the people you have in the room will be the right people – whoever they are!



THE CO-DESIGN PROCESS IN MORE DETAIL

How to use this tool

Use this Tool to match the Co-Design process to the scale, scope and purpose of your program or service design, and to ensure your Co-Design workshops are comprehensive and effective.

Essential Elements in Co-Design

While each Co-Design project will be different from any other, there are common elements which will apply in most cases where funding has been allocated to a particular issue and the focus is on design of the program or services to address the issue.

A major series of contracts for multiple services across all regions of the State will necessarily involve many more participants and take a longer time with more planning sessions than a revision of an existing contract for a single service to a targeted group of service users.

Most processes will however involve some workshops (not necessarily with the same participants at each); documenting, reporting and feedback on outcomes from the workshops; and additional engagement with service users and other experts.

These common elements include:

- ▶ The comprehensive preparation described in the preparation Tools for Government and

the community sector, including clarification of scope; identification of Co-Design participants; collection of relevant historical, demographic and planning data; decisions about the role and method of engagement of service users; and commitment and mandate for use of Co-Design as the preferred planning model.

- ▶ Pre-workshop distribution of documentation and invitations to participate.
- ▶ An initial workshop with establishing actions, exercises or activities which will build a willingness to cooperate, a common sense of purpose and shared understanding. These typically include:
 - ♦ A welcome to participants, including Aboriginal Welcome to Country, with a focus on respect for the wealth of knowledge, experience and skills in the room and on shared commitment of participants to getting better outcomes from human services.
 - ♦ A (preferably very brief) formal or semi-formal opening address from a senior

person with the authority to pass on the mandate to participants to be genuine decision-makers in the Co-Design process. Sharing this opening address with a consumer representative who can also pass on the mandate from service users would be a powerful demonstration of the equal partnership that genuine Co-Design requires.

- ◆ An exercise of some kind to build personal rapport¹ among the participants, usually through some sharing of personal experience or an 'ice-breaker' activity;
- ◆ A brief presentation from funding body on the proposed program or service, and further exploration with participants, particularly with a focus on reaching common understanding on the intent of the funding provided and the scope² for variation in the design of the proposed program or services.
- ◆ A presentation and discussion on the proposed process and timelines for workshops, feedback and program or service model development. This should also be used to reinforce the scope of the co-design - what is in scope and what is not.
- ◆ A knowledge sharing activity³ or activities to explore: the nature of the issue; the characteristics of the potential service users – their issues/problems, their strengths/assets, the nature/history of their service use; the current related service environment (i.e. what is already there); and what has worked

and not worked in the past. This activity may be in several parts, depending on time available and nature of the issue. For example, the 'issue' might be explored in a brainstorm; service user characteristics explored with each group allocated a 'brief profile' to expand on; service use explored in role play; and service environment explored through expansion of a previously prepared chart or diagram.

- ◆ An opportunity for the participants as a whole to reflect on the descriptions which have emerged from the workshop so far. Having the facilitator or others in the room identify themes and patterns, and testing those back with the group can be useful in making sense of the mass of detail which typically emerges through these kinds of activities. This stage may also include decision-making or consensus-seeking around the implications for service provision of some of the elements identified.
- ▶ Once the basic parameters of the issue, the people involved and the service environment have been explored, it is time to focus on key aspects of the proposed program or service model. Depending on the complexity of the issue, this may be a separate workshop on a different day. Recent examples of Co-Design planning in WA have involved three workshops (either full or half day) with additional consumer engagement outside of the workshops. This typically involves separate but related sessions on:

- ◆ High level outcomes
 - ◆ Target groups for service provision
 - ◆ Types of service and service delivery model required
 - ◆ Skills required of service providers
 - ◆ Mechanics of service provision
 - ◆ Links to other programs and services
 - ◆ Relationships between funder, service provider and service user (and carers/families and others where appropriate)
 - ◆ Key performance indicators and other measures⁵
 - ◆ Program or service reporting requirements
 - ◆ Means of ensuring ongoing Co-Design through the implementation of the program
 - ◆ Ongoing governance arrangements
- ▶ Each workshop must have a process for capturing the outcomes. This includes the notes and other documentations created by participants and summary notes covering the whole group feedback and decision-making. Having at least one person whose main purpose is recording the outcomes can be very useful.
 - ▶ Workshop participants should be provided with a record of the workshop outcomes as soon as possible after the event. This lets people know their voice has been heard and gives them an opportunity to add or correct.
 - ▶ Between workshops it is important for participants to know how the program or service model has changed as a result

of their input. This can either be included in the report of the previous workshop or distributed separately prior to the next.

- ▶ If separate processes are being used for service user engagement in the Co-Design then there needs to be an effective way of sharing outcomes from both processes. Ideally there should be overlap of participants in both as well as documented exchange.
- ▶ The conclusion of the workshop phase of Co-Design should include summary of outcomes achieved, confirmation of agreements reached and celebration of the valuable contributions made.

As far as possible the post-workshop phase where more detailed specifications are drawn up should also involve the sectors represented in the workshops.

It is critical to genuine Co-Design that the specifications drawn up be sufficiently flexible to allow further innovation and creative approaches to be proposed by service providers bidding for the work.

The specifications should also include provision for the continuation of Co-Design principles in the implementation phase.

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- ¹ This is important because all the research on collaboration emphasises the importance of inter-personal relationships and the social nature of working together. There is a great deal of potential variation in exercises which can be effective, with most involving an element of fun. It is recommended that the particular model be discussed in advance with representatives of service providers and service users to ensure its appropriateness.
 - ² While a clear statement of the scope (what is in and what is out of scope) should have been distributed prior to the workshop, there are several reasons for revisiting it with the participants in the room: ensuring common understanding; providing opportunities to test the limits of the scope; and uncovering unanticipated consequences flowing from decisions already made (including those which may lead to the scope being revised.)
 - ³ Typically a small group activity with key points documented and reported back, either verbally or through prominent display. Providing structure for the discussion and documentation will assist in maintaining focus and in providing notes which can be more readily shared and analysed.
 - ⁴ Depending on the complexity of the issue, this may be a separate workshop on a different day. Recent examples of Co-Design planning in WA have involved three workshops (either full or half day) with additional consumer engagement outside of the workshops.
 - ⁵ This can prove to be difficult to progress in a large workshop and may benefit from work being done between workshops by a smaller group with specialist expertise and consumer representation. If this is done, then the KPIs drafted need to be brought back to the main group for consideration and endorsement.
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CO-DESIGN
TOOLKIT

TIPS FOR SUCCESSFUL CO-DESIGN WORKSHOPS

 **WACOSS**
WA COUNCIL of
SOCIAL SERVICE
Ways to make a difference

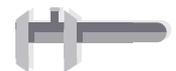
How to use this tool

Use this tool when planning co-design workshops.

BE CREATIVE – TAKE RISKS – HAVE FUN (But get the work done!)



An **EXPERIENCED, RESPECTFUL, CREATIVE, INTELLIGENT** and **NEUTRAL** facilitator is essential.



ESTABLISH BEHAVIOUR AND PROTOCOL GROUND RULES EARLY ON. You can get the group to do this themselves or propose something prepared earlier. Either way, similar rules are likely to emerge, all of which are variations on demonstrating mutual respect.

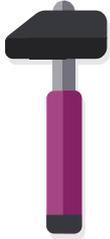


DON'T MAKE PROMISES YOU CAN'T KEEP – or raise expectations beyond the scope of the Co-Design.





Having other support staff taking care of logistics, documentation and trouble-shooting is also extremely valuable.



KEEP THE CO-DESIGN GROUNDED IN THE REALITY OF THE SERVICE ENVIRONMENT AND IN THE LIFE EXPERIENCE OF THE PEOPLE WHO WILL USE THE SERVICES. For example, you could have consumers do short presentations at the introduction to different sections e.g. on 'What it's like to be...' or 'What respectful service looks like...' or 'How would you know your service is working for me?'



CONSIDER THE CULTURAL CONTEXT. Are translators required (including in sign language and Aboriginal languages)? Are cultural safeguards in place? For example, if there are Aboriginal service users involved are they supported by peers or family? Is there a mix of representatives of different ethnic communities that might receive services? Is there representation of both men and women from those communities? Is there an appropriate age range represented? Will the process be LGBTIQ-friendly?



MIX IT UP. Use a variety of formats, including brainstorming, mind maps, group discussions, list making, role plays, games, whole group conversations, short presentations, interview panels, individual reflection and note-taking, coloured dot voting, drawings and graphics, group-initiated topic discussions, etc.

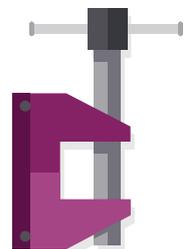
ACKNOWLEDGE POWER DIFFERENTIALS but don't let them define the process



MAKE SURE YOUR CATERING IS HEALTHY AND MEETS THE NEEDS OF ALL PARTICIPANTS, particularly those with special dietary needs, allergies or religious requirements.



ALLOW TIME FOR NETWORKING but do not let breaks lead to loss of momentum. A half hour 'registration' with some food before starting can provide free networking time. For coffee breaks and lunch, set informal conversational exercises to keep the focus on the Co-Design. For example, asking participants to speak to three others they have not met and find one thing that they can do for them.



MATCH THE FORMAT OR TECHNIQUE TO THE STAGE OF THE PROCESS. For example, brainstorming at a table can be good for getting down a lot of ideas at early stages. A good trick is to set a strict short timeframe and get each table to pass on their sheet to the next for it to be expanded without repetition. For fun, make them fold it into a paper aeroplane and fly it to another table!

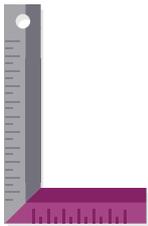


Having a **MIX OF INDOOR AND OUTDOOR ACTIVITIES** can work well.





ENSURE THE VENUE IS FIT FOR PURPOSE, easily accessible, comfortable, not too intimidating, without external noise, well-equipped (you may need a laptop, projector and screen or microphones if room is large), with break-out rooms if running separate streams, and with good catering options.



When using 'voting' techniques like putting dots on butcher's paper, **BE CAREFUL NOT TO LOSE SIGHT OF IMPORTANT 'SECOND TIER' IDEAS THAT MAY NOT ATTRACT THE NUMBER OF VOTES THAT POPULAR IDEAS GET.** Voting in that way is only a guide, not a decision-making process (unless that has been mutually decided in advance.)



A good way of delivering content you want to share with the whole room is to use a **ONE-TO-ONE INTERVIEW FORMAT**, or get a panel to talk about the content you want shared.



KEEP PRESENTATIONS BRIEF AND TO THE POINT. Don't try to cover too much in presentation format. If you have a lot that needs to be presented, distribute it beforehand, present dot points on the day and take questions.

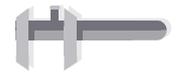


ENSURE EVERYONE IS GETTING AN OPPORTUNITY TO CONTRIBUTE. Having a mix of styles improves the likelihood that people who are better at visual, verbal or written engagement all have input.

VARY THE TIMES ALLOCATED TO EACH TASK OR ACTIVITY. A mix of fast activities run against the clock and other 'discussion-based' activities that allow time for contemplation and reflection, can be useful.



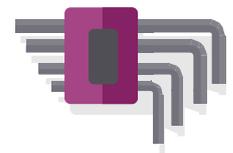
When tables are working independently, **CHECK IN REGULARLY** to ensure they remain on task. Make sure ideas are being captured (written down!) and not simply discussed.



CHECK IN REGULARLY WITH PARTICIPANTS about how the process is going and whether or not they have suggestions about what would work better for them.



At some stages **IT MAY BE USEFUL TO HAVE SERVICE USERS WORKING TOGETHER**, funders all together and service providers, but this should be to progress specific issues and would need to be followed by a sharing of outcomes and some consensus-building activity to bring everyone back together.



Don't get bogged down in 'wordsmithing'. Broad brush strokes are usually enough. **GET THE IDEAS CLEAR AND WORRY ABOUT THE WORDS LATER.**

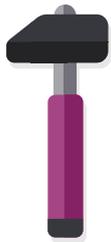




Include activities that get people **OUT OF THEIR CHAIRS** and moving about.



HAVING A SCRIBE AT EACH TABLE WILL HELP. It can also be useful to have the group appoint a 'conversation facilitator' whose role is to keep the discussion flowing and on-track, and to ensure conversations are not being dominated by one or two people. If you use this model, prepare a short 'cheat sheet' of instructions for the scribe and table facilitator about what is expected of them.



USE EACH ACTIVITY OR STAGE OF THE PROCESS AS BUILDING BLOCKS FOR THE NEXT STAGES. For example, if an activity identified 3 or 4 categories of service users, the next could be for 3 or 4 groups to each take one category and do some service needs analysis for that category. The service needs could then be grouped or prioritised in another exercise and then service models developed in the next.

PROCESS EVALUATION SURVEY TOOL

How to use this tool

Use this Tool once the workshop phase is over to review the effectiveness of the process. This version is for distribution following the closing date for Tenders or Grant Submissions. This allows for better understanding of the value to participants of being part of the process, but responses are coloured by success or otherwise in winning a Tender or Grant.

Alternative versions could be used immediately after each workshop, at the end of the workshop phase or after the completion of the whole procurement process.

Organisation

1. Type of organisation
2. Role in organisation
3. Annual turnover of organisation

Workshops/Forums

1. Which workshops/forums did you attend?

Specific workshop/forum questions

Describe aim of workshop/forum

2. To what extent did the forum achieve the aim described above?

3. Was the forum content and methodology engaging and appropriate?

4. How satisfied were you with the way in which the workshop was facilitated?

For second to final workshop/forum

5. Did you feel agency responded to feedback provided at previous workshop/forum?

Co-Design Process

6. Did you feel you were able to make a valuable contribution through the co-design process?

7. Did you feel there was an appropriate level of guidance about the details of the program/need to inform the co-design process?

Invitation to Apply for a Grant/Tender

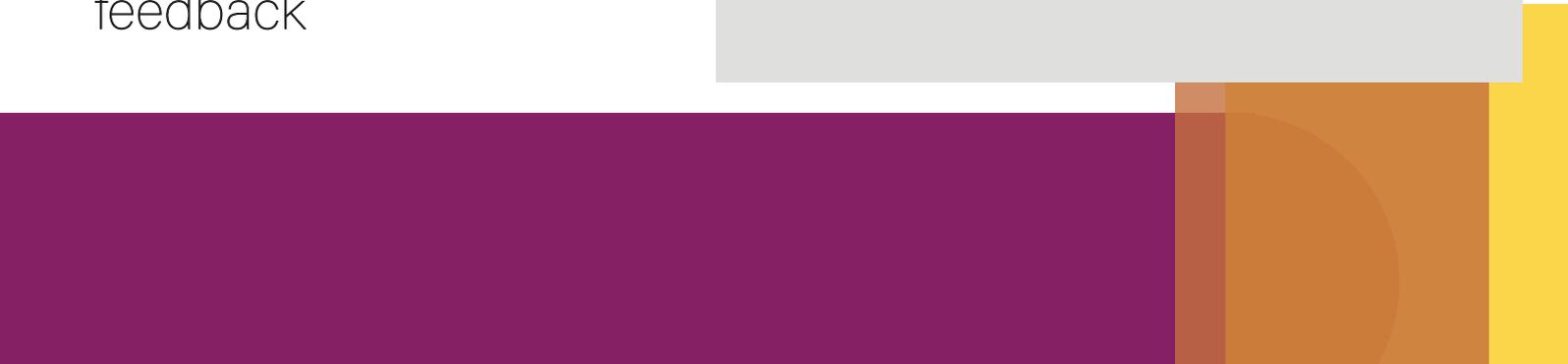
1. Did you feel the Invitation to Apply for a Grant/tender process reflected the input from the co-design process?

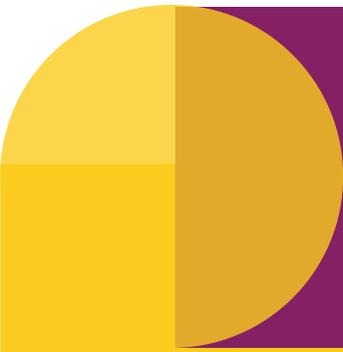
2. Were you involved in developing an application for the grant/tender?

3. If yes, did your involvement in the co-design process assist you in putting an application together?

4. If you were not involved in developing an application, why not?

Opportunity for further feedback





ENGAGEMENT IN SYSTEM OR STRATEGIC POLICY LEVEL CO-DESIGN

How to Use this Tool

Use this Tool when planning to undertake Co-Design of systems or strategic policies. This Tool is applicable for planning new or amended legislation or new approaches across a whole portfolio area.

Any Co-Design initiative at the level of systems or strategic policy shifts requires high level endorsement and mandate before it can have a realistic chance of success. Significant resources, including funding and staff time will need to be allocated to support the engagement of participants.

Frequently, external consultancy firms are engaged to manage the overall process. This has the advantage that such firms are neutral as to the outcome but experienced in the process. It can have the disadvantage that they do not have sufficient understanding of the specific issues of the sector involved.

It is fair to say that there have been mixed results in use of external consultants to manage stakeholder engagement in major reform in WA. Even so, it generally gives greater credibility to the process, leading to better buy-in from stakeholders if the facilitation of the process is seen to be independent.

Typically the process will involve multiple engagement mechanisms. These may include:

- ▶ Whole of sector workshops with government, community sector and community participants (including service users, their representatives, carers and family)
- ▶ Targeted workshops with particular cohorts of service users and providers, for example Aboriginal people and services, CALD community, and carers and family members of service users
- ▶ Establishment of an expert reference group with broad representation from within the relevant sector (including academic expertise, consumers, government, community sector, etc.)
- ▶ One-to-one interviews with key stakeholders
- ▶ Publicly open calls for input
- ▶ Draft discussion papers circulated publicly for comment
- ▶ Other drafts (policy statements, strategic

plans, legislation, etc.) circulated for comment

- ▶ Public forums
- ▶ Other consultation mechanisms specific to the particular issue, such as use of community sector Peak Bodies to engage with members, native title representative body engagement with traditional owners, local government councillors and advisory bodies for local perspectives, etc.

As most system or strategic level reform has implications across the State, it is important to have regional input. As each of the regions of the State are themselves very diverse, it is important that there be local workshops or other engagement processes in each region.

Engagement in Large Scale Whole of Community Co-Design

There has not been much experience in Western Australia of whole of community engagement in Co-Design. However, some possible models for intensive involvement in large scale planning have been identified.

The most comprehensive WA resource canvassing the issues and describing models

of engagement was developed back in 2006 by the Office of Citizens and Civics in the Department of the Premier and Cabinet. Titled 'Working Together: Involving Community and Stakeholders in Decision-Making', it has six major sections: Initial Considerations, Scoping Your Project, Preparing the Community Participation Plan, Making the Plan Work, Managing Significant or Complex Issues and Evaluating the Community Participation Program.

The Appendices on the OECD Guiding Principles for Engaging Citizens, the International Association for Public Participation's 'Public Participation Spectrum' and a list of 19 'Methods and Models' for community engagement, are particularly valuable.

The resource can be accessed at

http://www.nrm.wa.gov.au/media/10536/working_together_involving_community_and_stakeholders.pdf

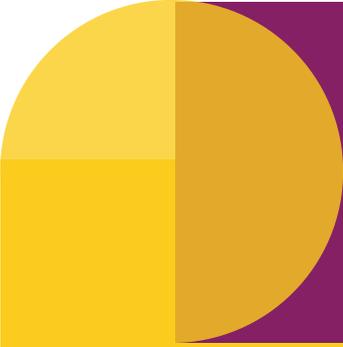
The key message in 'Working Together' is to involve the community early in the planning. There are many other crucial components and it is only through detailed and thorough planning that all of the components will come together for a successful, effective and rewarding program of community participation.

Examples of brief papers which summarise the evidence for the propositions in this Tool and which have further links to specific research, include:

Co-production in mental health – A literature review. Commissioned by Mind. Authors: Julia Slay and Lucie Stephens from nef, the new economics foundation. UK 2013

Right Here, Right Now – Taking co-production into the mainstream. David Boyle, Anna Coote, Chris Sherwood and Julie Slay. The Lab, nef and NESTA. UK 2010

WACOSS Discussion Paper: Co-design Principles to deliver community services in partnership in WA, 2016. On WACOSS website: www.wacoss.org.au



ENGAGEMENT IN PLACE-BASED CO-DESIGN

How to use this tool

Use this Tool when designing an approach to Co-Design in the development of a place-based initiative, particularly one involving a wide range of partners, a degree of complexity in the issues being addressed, and a commitment to continuing Co-Design into the implementation of the initiative.

Tackling entrenched disadvantage or severe social problems (or even a specific challenge like improving child development outcomes) in a particular location typically involves a long term strategy including such elements as environmental scanning, service planning, service integration, information sharing, data linkage, collective impact approaches and significant new investment.

A key element in the success of any such initiative will be the extent to which the local community itself identifies and prioritises the issues before committing to shared responsibility for addressing them. Shared responsibility, owning both the problem and the solutions, is a pre-requisite for the Co-Design of the program logic or service models required to tackle more complex local issues.

This will be most effectively achieved if the community is involved from the beginning.

Multiple strategies will be required to tap into the expertise, knowledge and strengths of the community. Initially this engagement should be an exploration of the readiness of the community to begin to tackle the issues they face.

For example, is there an awareness that there is a problem? Is there an appetite for tackling the problem? Are there community champions who could lead some of the local actions (the 'small steps') that will need to be taken to begin the process?

If the answer to these questions is 'No', then the community may not be ready to engage in Co-Design and other local community capacity-building approaches will be needed before they are ready.

Successful engagement at this stage needs to be where the people are. For example, meeting young mothers at playgroup, talking to young people at sporting or community youth facilities or through schools, or running a focus group with seniors at the bowling club.

Engagement can also be online. Using social media to generate a conversation about how to meet the needs of the community is at least hypothetically possible. Local press can also help with promoting this engagement.

If sufficient interest is apparent then a pool of potential community participants will have been identified through these processes. They can then be invited to be part of a more formal (but necessarily still community based) process to Co-Design an approach with local community organisations, local government, State Government agencies and others.

PLACE-BASED CO-DESIGN CASE STUDY

The project started with surveys of community members, service providers, community groups and industry leaders. Over 500 people contributed through surveys, focus groups and stakeholder meetings. Their advice helped shape the foundations for the work and began deeper community engagement work.

The project hosts a number of community conversations by visiting playgroups, Pram Jam and Storytime at libraries, day care centres and schools. It also joined events for National Aboriginal and Torres Strait Islander Children's Day and Children's Week and other local events.

Venues for meetings have alternated between the local governments involved, ensuring that there is equal access to stakeholders from both locations.

In order to facilitate decision making, information is provided to all stakeholders before the meetings. This assists in making sure that decisions are made quickly and without too much discussion around background information. If a consensus is not reached on a decision, a working group will be formed to discuss the decision on a deeper level. Other times, only more detail is required and provided out of session and decisions will be made via email.

Community engagement processes set up in the initial environmental scanning and local system level planning will form the basis for ongoing development of the place-based initiative, so it is important to get these processes right in the early stages.

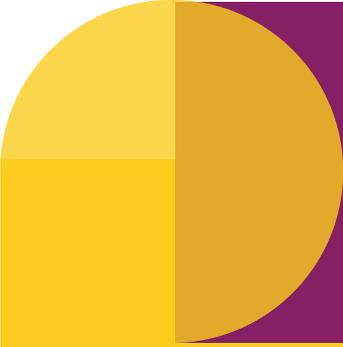
Place-based initiatives differ from more straightforward procurement processes in that the Co-Design phase does not have a clear start and end date, so it may be necessary to establish a range of governance mechanisms to oversee and implement the initiative. For example, the case study cited above has three main elements to its governance:

- ▶ a Joint Commissioning Committee made up of senior government, non-government and corporate officers to provide leadership, act as champions for the initiative and be single conduit for funding
- ▶ a Joint Leadership Team (made up of representatives of the two local governments involved, community sector service delivery organisations, State and Commonwealth government agencies, local industry, investors and potentially families) is the primary operational decision making body
- ▶ an Auspicing Organisation which holds the funds and employs the operational team.

The governance arrangements will vary from place to place but the key point is that the initial engagement and relationship-building at the start of the planning stage will set the scene for the ongoing collaboration required.

ADVICE FROM A PLACE-BASED CO-DESIGN INITIATIVE

1. Leave your logos and egos at the door
2. Community engagement and participation is not an optional extra. Community should be embedded in your decision-making and governance. Have community workshops, they are your most effective resource
3. Get financial support early, and shared commitment and willingness to work in new ways
4. The auspicing body doesn't need to comprise specialists in the field, it needs to be able to manage the money and hold the space for decision-making around financial and legal matters
5. Having challenges to focus on helps get the work done, build relationships and trust and work towards results. When you get stuck ask yourself: Is it power? Is it time? Is it resources?
6. Alignment of values will help you get through the tough times and be prepared to learn from others and learn as you go
7. Share leadership and share the load. Come prepared to share your power
8. Come prepared to give up long held views or ways of doing things
9. If you can't effect the change needed, identify who can and get them to the table and get out of the way
10. Manage expectations early. Be clear on what you are actually doing
11. Everyone expects to be at the table but that isn't always possible. Be clear on who the key players are so that you have the right people making the right decisions
12. Don't wait to start. Sometimes just starting the conversations will allow you to start achieving your goals and objectives
13. Don't over think it!



ENGAGEMENT IN PROGRAM OR SERVICE LEVEL CO-DESIGN

How to use this tool

Use this Tool when planning new programs of services or when undertaking significant re-design in the lead-up to major procurement processes.

This is the level at which most Co-Design initiatives in WA have been undertaken to date. Sometimes it is in the context of new programs or services being developed, but more often it is in the lead-up to contract re-tendering.

In either case, allowing sufficient time for effective engagement of stakeholders is critical.

Stakeholders include the internal Departmental stakeholders from each of the areas involved, including policy, service delivery, contract management, executive, evaluation and maybe even IT. These should have been engaged in the preparation for Co-Design (see Government Co-Design Preparation Tool) but it is also important that they stay engaged throughout and not just wait for their part of the process. If they do, then critical decisions affecting their role may have already been made. This is particularly important for participation of service delivery staff, procurement staff and evaluation specialists.

External stakeholders include other Government Departments (including Commonwealth Departments in some cases). Engagement of other Departments usually involves some

degree of formality and inter-Departmental correspondence, but early officer-to-officer engagement will ensure requests for participation will not come 'out of the blue'.

Approaches to other Departments need to make the scope of the Co-Design clear, emphasise the nature of the experience you want them to bring, and outline the advantages to their Department of participation (in particular the opportunity to avoid unintended or flow-on consequences from the changes being planned.)

Often engagement with other Departments and (outside) service providers can be about clarifying what is the (local) service system that service users may already be interacting with (or need to be referred from or to.) It can also be about the overlaps in responsibility and where there are the gaps in coverage.

Depending on the relationships and complexity of the service system, other Departments might be only involved in the initial scoping workshop, or have ongoing participation in service design.

Existing service provider organisations, both not-for-profit and for-profit, are key stakeholders to be engaged early in preliminary discussions about scoping the nature of the Co-Design.

Initial engagement needs to emphasise the distinction between the Co-Design stage which is open, collaborative and participatory, and the

procurement stage which is formal and probably competitive.

Invitations to participate must make it clear that while there are advantages to organisations being involved in the Co-Design planning stage, it is not compulsory and will not be a factor in consideration of the merits of their subsequent

ABORIGINAL ORGANISATIONS

All (it's certainly hard to think of an exception) Co-Design initiatives should seek engagement from relevant Aboriginal Community Controlled Organisations. In some cases these agencies may be tendering or part of a collaborative tender, but in others their input is being sought because of the unique insights they bring in relation to delivery of services to Aboriginal people and to Aboriginal communities.

This kind of request for involvement of Aboriginal organisations – usually quite small organisations with resources already stretched in meeting the needs of their clients – can be difficult for them to respond to. They will generally need to be convinced that their voice will be heard and that the Co-Design will lead to real benefits for their clients.

While it is not usually possible to pay organisations for participation in the open forum elements of the Co-Design, payment of consultation fees for one-to-one interviews or to make a presentation at a Co-Design workshop should be considered.

Some Aboriginal organisations may also be interested in acting as a conduit to their clients and facilitating Co-Design work with them, if resourced to do so. Care needs to be taken where parallel or separate processes are being undertaken. It should be a choice made by the Aboriginal participants or participating organisations and should not replace Aboriginal involvement in the other Co-Design activities. A process for sharing outcomes between parallel processes is essential.

tender or grant application.

It is very important that other community organisations also be invited to participate. This should not be limited to organisations identified as potential competitors for the tender, but should include others with special expertise who can add value to the planning. This might include related sector Peak Bodies, specialist consumer advocacy organisations (e.g. a disability consumer organisation at a housing Co-Design), representatives of CALD communities, small specialist organisations working with discreet cohorts of clients, and representatives of local collaborations or networks.

Most, if not all, areas of service delivery have experts outside of community and government agencies who can provide added value to the Co-Design processes.

This includes private consultants who may have many years of experience working in the relevant sector and who can bring knowledge of the issues, the clients and the service providers. Many will be willing to see participation as a pro-bono contribution to a sector they are passionate about. For others it will be an opportunity to network with existing and potential clients. In either case their contribution can be very valuable.

This also applies to academic researchers and specialists for whom participation has the added benefit of keeping them abreast of current thinking within the local sector. The unique value they can add to the Co-Design is in making the links with evidence from local, national and international research.

It is important however to make sure that the voice of 'experts' is not privileged over the lived experience of consumers and service providers. This can be achieved by having their input in the preparation of background materials or in presenting evidence as an early part of the workshop stage, rather than being a full participant in the service design discussions.

Deciding to involve external 'experts' will be influenced by the particular context and by their individual characteristics, in particularly their history of respectful engagement with consumers.

The most important expertise to have in the room when programs and services are being designed is that of the people for whom the services are intended.

People are the experts in their own life. If services are to lead to improvement in life then that expertise is an essential part of the mix.

There are many ways in which service users can be involved in Co-Design of programs and services. Generally their involvement should include both consumer representatives and current or potential or former service users.

Consumer representatives are service users or former service users with a recognised role in speaking to the experience of themselves and others. They may be affiliated with a representative or advocacy body and may even have had training in advocacy and communication skills to assist them to carry out their role.

It is normal practice to pay consumer representatives for their participation, including in the open forum or workshop elements of the Co-Design. A number of Peak Bodies and consumer representative bodies have recommended fees and should be consulted to ensure recruitment of appropriately skilled consumer representatives.

Consumer representatives may be included at all stages of the Co-Design, including in preparation of the stakeholder engagement model.

In order to ensure the Co-Design reflects the diversity of lived experience among consumers it is also important to have a process for broader consumer engagement. This can include consultation with individuals or groups, surveys, workshops, and/or participation in the Co-Design workshops with others involved in the planning.

The key to successful engagement with consumers is in matching the processes used to the skills, strengths and interests of the particular consumers or groups of consumers. Most are interested in themselves and the services which support them, so many will be willing to engage.

Their ability to do so will be influenced by their physical and intellectual capacity, their location, their other obligations (family, employment, cultural, etc.), their prior experience and many other factors.

The most important factor influencing their capacity to engage is your flexibility in responding to those other factors.

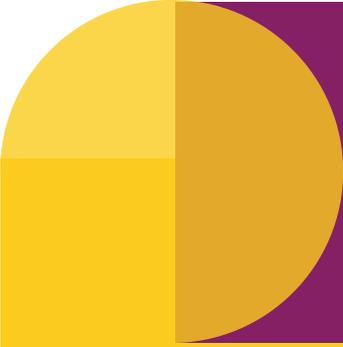
This may involve engaging with them in their homes or where they access services. It may involve working through their carers or families. It may involve a creative approach to workshops and focus groups, for example including physical demonstrations, craft constructions, graphic arts, play-acting or improvisational theatre sports.

Or it may just involve careful and mindful listening.

In Co-Design of significant programs or services it is recommended that a number of different strategies (interviews, site visits, creative scenario exercises, focus groups, etc.) be used in combination with Co-Design workshops to get input from the potential end users of the services.

Advice on the best methods to use can be sought from consumer representatives, Peak Bodies, service providers, the consultants engaged to facilitate the Co-Design and consumers themselves.





ENGAGEMENT IN THE DELIVERY OF SERVICES (CO-PRODUCTION)

Use of this Tool

Use this Tool as a prompt to some of the broader considerations involved in consumer engagement in the ongoing implementation of Co-Designed models of service provision.

The end of the service procurement phase is not the end of Co-Design. Co-Design can, and usually should, continue to be a key part of service implementation once contracts are let and service providers engaged.

Co-Design in the implementation and service delivery phase is usually referred to as Co-Production. In this phase, the critical factor is the partnership with the service users in all aspects of service delivery.

Ensuring that Co-Production is enabled by the contract is particularly important when dealing with a more complex system of services in which cross-referral or joined up support is a key component. It is also critical when the Co-Design phase has taken place on a comparatively tight timeframe due to political or regulatory factors, or when there is still a lot that is uncertain about the practical delivery of a new service model.

Co-Production can also be a key component of service quality assurance and continuous improvement processes. It may also include a

degree of 'Co-Evaluation' built in to the service funding / evaluation / redesign cycle.

Any effective Co-Design process will lead to service models with built-in engagement of individual consumers in the tailoring of services to meet their needs. This may be in the form of self-directed services, individualised funding models, individualised care planning and many more variations, all of which have different implications for the way in which Co-Production will need to be designed.

While it is beyond the scope of this Co-Design Toolkit to provide Tools for all the various ways in which services can be designed to respond to individual consumers, the key point that is relevant here is that this must be addressed at the Co-Design stage.

You are not just designing a model; you are designing for implementation and real outcomes.

This includes design of the program or service governance model to ensure it has consumers

engaged; design of the programs or services themselves to ensure they have the flexibility to meet individual needs; and design of the continuous improvement or action learning process that creates a virtuous cycle of act, learn and adapt.

Just providing for consumer choice or enabling consumer participation on its own will not be enough.

If we are to have genuine, ongoing consumer engagement in Co-Design of services then we must ensure that they have access to the

information, skills, capacities and support they need to participate effectively.

This too must be addressed in the service model planning stage of Co-Design and strategies identified to make it happen.

For a more comprehensive guide to co-production, see the Social Care Institute for Excellence publication, 'Co-production in social care: What it is and how to do it' at <http://www.scie.org.uk/publications/guides/guide51/index.asp>

