

Shape

Services Having All People Engaged

A methodology for people-centred
service innovation

MKOB

Milton Keynes, Oxfordshire and Buckinghamshire
Improvement Partnership

Acknowledgements:

Age Concern
Bucks Community Action
Bucks County Council
Bucks Hospital Trust
Bucks Primary Care Trust
District and County Councillors
Hazelmere and Widmer End Good Neighbours Scheme
Hearts in Slough
Improvement and Development Agency
Members of the Bucks 50 plus Forum
MKOB Improvement Partnership
Princess Risborough GP Surgery
Princess Risborough Primary Care Trust
Risborough Area Community Action Group
Taplow Rail Users Group (TRUG)
Wycombe District Council



Project facilitation, design and content:
Engine Service Design

Engine

For more information on the Shape project please contact Dave Furze on 01494421853
or david_furze@wycombe.gov.uk

Foreword

Over the last 10 years national policy has embraced the principle of active citizenship and public involvement in governance. As the public interest in the democratic process has declined the interest in local activism has increased. Statutory instruments, guidance and voluntary sector publications all reflect this move towards community engagement and ultimately empowerment - the creation of stronger and prosperous communities being the ultimate aim of devolution and localism. There are aspirations to embed a culture of engagement and community empowerment in local authorities at all levels. This process of involving the community in decision-making at a neighbourhood level will ultimately bring about a transformation in the relationship between community, elected members and authorities.

In Buckinghamshire there have been many years of ongoing engagement and community development activity amongst the 50+ age group of residents. Building on these the Shape 50+ project set out to trial a model of community engagement that focused on people-centred service redesign. Using this model any service provider would be able to work with a 'community of interest' to redesign a service to meet the needs of that community.

The Shape project sought to address issues raised in the Bucks 50+ Conference in 2007 around improved transport information and healthcare access. The project presented a series of challenges as elected members, residents, officers and service providers worked together, having equal status within the group, not knowing where the experience would take them and what funding would be made available.

As an outcome of this work we present two products. The tool presented here demonstrates the methodology developed throughout the project for people-centred service development. The second product is the proposal for HealthConnect, a service concept that was developed during the live trial using the Shape methodology to improve 'access to health services'.

MKOB

Milton Keynes, Oxfordshire and Buckinghamshire
Improvement Partnership

People-centred service innovation

Shape offers a way for innovating public services that places people at the heart of the process. Using a flexible, collaborative and user-centred approach, Shape provides a set of processes and methods that can be used in planning and designing new or improved services. The process is drawn from public and private service design practice.

Innovating services within local government demands a high degree of care and sensitivity in planning and execution. Innovation is innately risky and often expensive; the best way to reduce costs and the risk of failure is by involving users and front-line staff in this process. Our work has shown that potential conflicts of interest between elected councillors, concerned about the public purse, and volunteers, eager to find ways to re-allocate funding, can be successfully overcome using this process.

To understand where Shape sits within the development of public services we refer to three key stages:

1. Direction setting: Defining and prioritising the best response to a set of problems and issues

In the public sector this stage usually manifests itself as a combination of political and bureaucratic processes, often driven from the top of the organisation. New approaches to people-centred policy making are making increasing use of bottom-up approaches in which resident groups are involved in planning and budgeting.

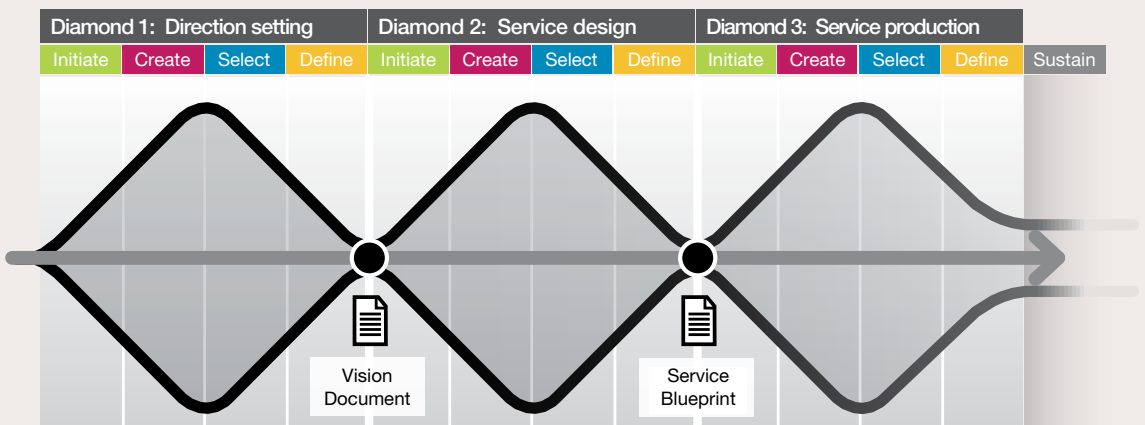
2. Service design: Building a new or improved service by generating plans and guidelines for detailed development

This stage includes the modelling, testing and specifying of

characteristics and processes of a new or improved service. Those people who will be responsible for delivering and using the service will ideally be engaged.

3. Service production: Building capacity, testing and delivering a service

This stage takes place once the plans and budgets for delivering a service have been signed off and will involve those who will ultimately be responsible for its management.



The three stages are illustrated as diamonds, each following sequential divergent and convergent mindsets. Shape was not developed exclusively for one stage in particular, but rather as a framework for engagement with users and stakeholders in service innovation through the use of design-led tools and activities. The Shape process can be applied iteratively at different stages, and will require different levels of energy, time, and methods to achieve objectives such as consensus building, user empowerment, business planning, etc.

The Shape process

The Shape methodology includes tools and techniques for user-led innovation that are applicable to each of the three development stages that were described in the previous section. Each of these can be further divided into the following phases, which differ in the activities and challenges that are associated with them.

Initiate The aim of this phase is to ensure that the project is adequately planned, resourced and communicated before involving participants. Key activities include:

- Defining project issues and outcomes
- Project planning and recruiting participants
- Establishing communication channels

Getting it right in this phase will make life much easier later on, so it is advisable to allow sufficient time – several months – to ensure the right people are involved in delivering a relevant, achievable and tangible outcome.

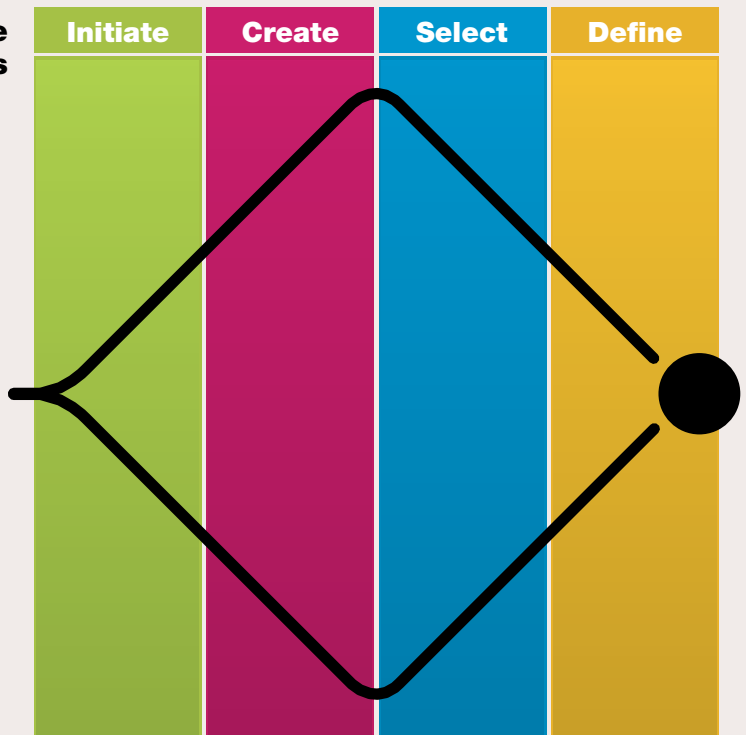
Create This phase encourages the participants to generate as many insights as possible, based on first-hand user experiences, interviews and expert inputs. Activities and methods are used to generate large amounts of raw, qualitative data in a structured and time-efficient manner.

Select This phase includes a set of activities that help to converge on one or several service innovation ideas. With large, multidisciplinary groups this can be extremely difficult to arrive at and extra care has to be given when prioritising ideas.

Define During this phase the service innovation is fleshed out to include processes, touchpoints and users. It is likely that several iterations of modelling and testing will have to take place. At different workshops participants will be able to design and refine elements of the service involving designers and other experts, when necessary.

Outputs from this process will vary. In some cases a broad service vision will be developed, in others a detailed development brief or business plan may emerge. This will depend largely on time, commitment and securing of development funds.

Phases within the Shape process



Roles



Project champion

The main role of the project champion is to provide leadership. The quality of the project will rest on the ability of the project champion to motivate a large group of individuals to cooperate and contribute time, energy and resource, often for free. Therefore the project champion should be adept at communicating the value and goals of the project and to empower all participants to share in its outcome.



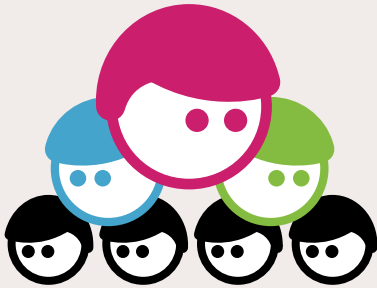
Project manager and coordinator

Managing a successful Shape project will involve significant coordination and communication activity, due to the large number of participants involved. The main responsibility for this person will be setting up meetings and workshops, keeping everybody up to date via email or a project blog, and managing the financial and administrative side of the project, in order to alleviate pressures on the project champion.



Design facilitator

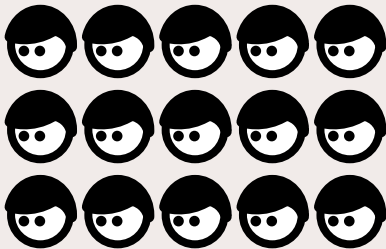
The design facilitator's main role is to facilitate the co-design process. This is done mainly through workshops, but not exclusively. The design facilitator's ability to visualise the process and outputs will be important when working with the project champion and core team, defining the process and applying tools and methods to each phase of the project. In most cases the independence and impartiality of the design facilitator will be of value; however this will have cost implications.



Core team

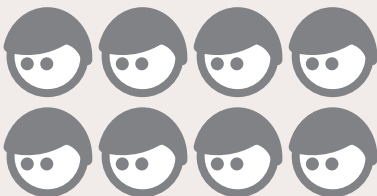
The core team provides leadership as the executive arm of the project. This team will decide on strategy and day-to-day planning and will engage and communicate with key stakeholders. The group will be made up of local government managers and planners, independent service providers and representatives of relevant community groups.

Other groups that will be involved in the project on a less regular, part voluntary basis include:



Co-design group

The co-design group is the largest group, consisting of residents, elected councillors, local government managers, service providers and members of the core group. The group meets several times throughout the project for structured, co-design workshops. For most members of this group their only involvement will be their attendance through workshops.



Advisory panel

The advisory panel has a dual role. The first is to provide strategic advice and signposting to the core team. The second is to ensure that the project has a legacy and connects to future projects and policy-setting initiatives. Members of this group will be senior managers and elected councillors within the council and other stakeholder organisations.

Initiate

Objectives

The aim of this phase is to ensure that the project is adequately planned, resourced and communicated before involving participants.

Overview

Embarking on a Shape project is no different to any other project. The project needs to be driven by a project champion – someone who will dedicate time and energy to it; it must have senior-level buy-in and requires a budget, if only a modest one, to demonstrate the organisation's commitment. In many organisations a Project Initiation Document (PID) is used to articulate the project's aims and objectives and set the project in motion from an organisational perspective.

The project champion will be aware that the success of the project will depend not only on how well the project is defined in the PID, but more so by the quality of team assembled to work alongside him or her on the project. The key challenge of the *Initiate* phase is therefore acquiring commitment from people with different interests and agendas without compromising on the clarity and purpose of the project. Experience has shown that successful recruitment of participants and stakeholders is linked to the quality of communication (the project outline document is key) and allowing enough time to go out and contact people directly, face-to face or over the telephone.

We suggest following these steps to best meet this challenge:

1. The project champion and project sponsor agree an area of interest, usually as a response to a policy target, an internal or government review or request by local interest group. In this case the issues were around transport, an



issue raised by the Bucks 50+ Forum. A wider group of experts and policy-makers will help to define what desirable outcomes could be achieved and who should be involved. The project champion will use this information to write a PID and a budget will be assigned.

2. The project champion will recruit a core team of committed individuals who are willing to volunteer or part-volunteer their time and who have good networks of influence and relevant knowledge. A design facilitator will be recruited to guide the core group through the service design project and help establish communication channels.

3. The core group will conduct initial research and mapping of the project area, write a detailed project plan and establish the specific project issue that will be dealt with, including target audiences and geographical areas. Once these have been established the group will be able to invite other interested individuals to contribute to the project through participation in the co-design group or advisory panel.

Outputs

- A project outline document
- An online project management and communication tool
- A project plan that has been agreed by the core team
- Supporting research that has been collated including maps of relevant organisation and projects

Initiate

Activities



Tools

Context and stakeholder mapping

Helps to understand which other projects and organisations are operating in a similar area. Encourages a structured relationship-building programme.

Project initiation document

A detailed project plan that defines the parameters and boundaries of the project, defining issues such as scope, vision, team, sponsor, manager, funding, outcomes and objectives.

Project outline document

A clearly written document that provides important project details including background, objectives and definition of terms. It is important to get this document right as it will form the basis for all other communications, from the name of the project to its visual language (typeface, colours, logo). Clarity at this point will be rewarded with better results in the end.

Background research

Establish body of knowledge on the issue – statistical data, news articles, academic research, etc. If possible, post these online for all project participants to be able read, comment and add to.

Johari's window

This simple framework helps create an investigation framework and highlights which areas require primary research from user insights.

Project diagnostic tool

Different projects require different approaches to research, planning, data collection and evaluation. The process and methods will be dictated by parameters such as budget, buy-in, who is affected and how radical the innovation is.

Induction programme

Necessary to get all project participants to know how to communicate with each other using online and offline tools and to understand the project context and who else is working in this way.

Online communication tools

File-sharing and programme management tool + website / blog if appropriate. NB Website may benefit from being neutrally branded in some cases, ie, not part of Council's website.

Multiple communication channels

It is important to establish multiple communication channels: face-to-face meetings, email updates and telephone reminders should be employed concurrently and logged on the online communication tool for people to access spontaneously.

Create

Objectives

To collaboratively generate ideas for new services based on an understanding of the current problems facing users and providers, and the opportunities for innovation.

Overview

Once the project has been defined, planned and resourced the process of co-designing can begin. By now, a large group of people will have shown an interest in the project because it has promised to achieve something they are interested in. Many of these people also have a clear idea in their heads of what needs to happen and by whom (often this will be someone other than themselves). One of the challenges for the *Create* phase is therefore building empathy and a shared understanding of the complexities that the project presents. The best way to do this is through structured experiential research activity.

The *Discovery* workshop, which is the cornerstone of this phase of activity, is designed as a platform for unearthing vast numbers of issues and insights into people's experiences. The first-hand experiential aspects of the workshop are critical and it is advisable to set participants tasks individually or as a group in advance of the workshop. This could be a hospital visit, a bus journey, internet-based activity or something similar. Participants will be asked to keep logs of their experiences and photograph people and places in order to reflect on existing services and experiences.



During the workshop participants will be facilitated through a process of discovery and idea generation. People's experiences will be shared and discussed, extracting the problems, opportunities and challenges that exist at both micro and macro levels. At the end of the workshop a vast amount of data will have been generated and clustered into a number of areas for service innovation.

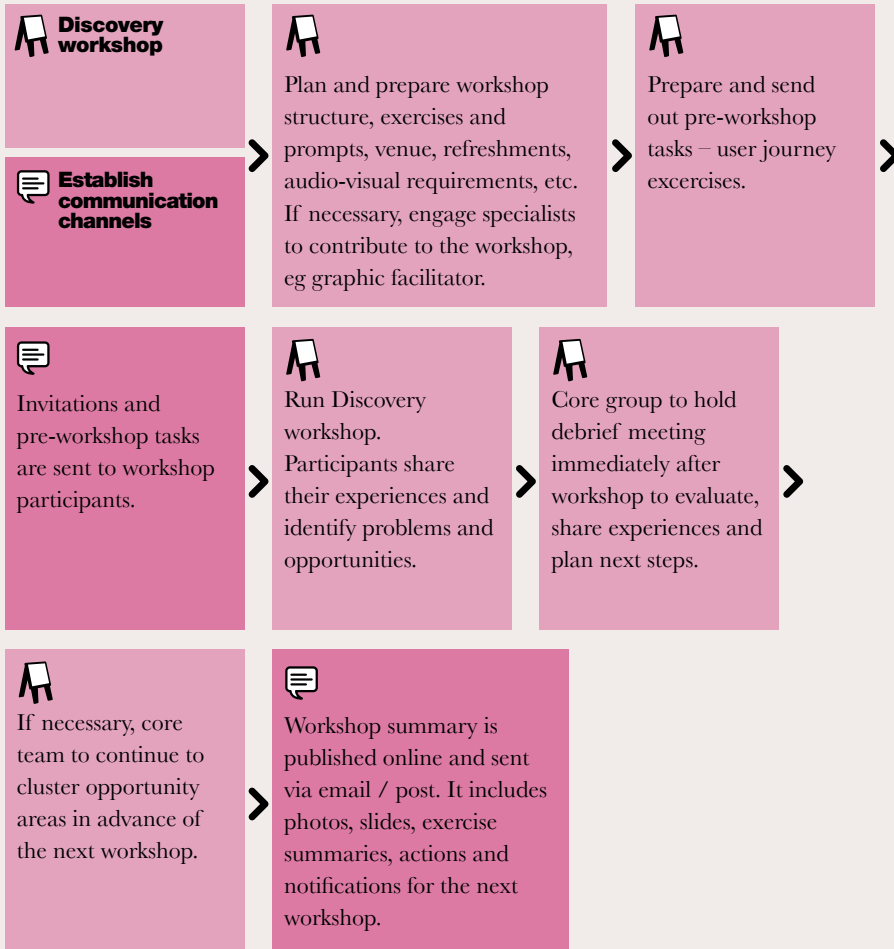
Outputs

The main output from this phase is the Discovery workshop summary, which will include the key problem and opportunity areas that were identified during the workshop. These will be clustered using common sets of issues that are based on the type of service that can be developed to address them. For example, some may lend themselves to a web-based solution, such as information systems; others may require a reconfiguration of existing resources and people, such as GPs providing a new type of advice service; others may be grouped around a specific problem such as improving accessibility to a particular train or coach station.



Create

Activities



Tools

Participant user research

Getting people to experience existing services first-hand provides a rich source of insight. In advance of the Discovery workshop participants should be encouraged to go on service journeys, whether it means shopping for a product, going on the bus or booking an appointment. They should document their experience using journey logs and cameras; these are useful workshop prompts.

Perceptions and preconceptions

Use prompt cards that describe elements of the journey or experience to get participants to prioritise areas that they think are in most desperate need of attention. Doing this exercise upfront will help participants get any baggage off their chest and will help them listen to others' experiences

Timeline: experience mapping

Map out a relevant timeline for one individual user by charting all of their activities and interactions. Try high points and low points, flagging critical periods and focusing on patterns.

Group journey

A way of introducing participants to the subject is to take them on a group journey or fact-finding mission. The idea is for the group to physically experience the service as a group – this could be taking a journey on public transport, visiting a school or hospital, or going on a virtual tour, online.

Clustering

At the end of a Discovery workshop there can be hundreds of sticky-notes and flip-chart notes. There are different ways of clustering these, but doing so is important in order to feed back to participants the outcome of the workshop, and have as a starting point for the next workshop.

P.O.I.N.T.S.

Using a framework helps to rationalise the large amounts of rich qualitative data, which result from successful user research. The P.O.I.N.T.S framework helps to distinguish between some or all of the following: problems, opportunities, insights, needs, themes and systems challenges.

Hopes and fears

An ice-breaker to get all participants to share their hopes and fears from this project. The facilitator will write these on a flipchart and it will be included in the workshop summary to help steer the project clear of obvious pitfalls.

Evaluation form

At the end of each workshop participants should be given the chance to give their feedback and suggest things they may not have been given the chance to say during the workshop.

My journey

User insight is invaluable. Focusing on the experiences of participants as they present the journeys they went on as part of the pre-workshop tasks will uncover the reality of what has been 'seen' and experienced rather than 'assumed' or 'heard'. It is important that other participants complete the P.O.I.N.T.S exercise during this stage, rather than sitting passively.

Select

Objective

The aim of the *Select* phase is to have one, or several agreed service areas that adhere to a shared vision.

Overview

At this point in the project it will have been made clear to all participants that there are a number of ways to address the problems that have been identified. For many participants this realisation is accompanied by a disconcerting feeling caused by the innate ambiguity of having to reconcile so many viewpoints and individuals' needs. Many people are not comfortable with this ambiguity and may express dissatisfaction with how the project is progressing. The challenge for the *Select* phase therefore is to reassure participants of the value and purpose of the project.

So, having moved participants from the comfortable position of conviction to the uncomfortable position of ambiguity the *Select* workshop is of vital importance in rebuilding their trust and commitment. The success of the *Select* workshop will depend on the skill of the facilitator to negotiate an agreed project. The workshop will force the group to prioritise, vote and argue the case for the most appropriate project to focus on. Sometimes it will be difficult to arrive at a single project idea without alienating some of the participants, in which case either more than one idea will be taken forward or a decision will be deferred and negotiated 'offline'.



At the end of the *Select* phase a diverse group of participants and stakeholders will have agreed that in order to fix a particular problem for a particular group it is necessary to focus on a particular service innovation. This is not a trivial matter. *Select* is a necessary phase in order to place participants in the right frame of mind for collaborative service innovation.

Outputs

The *Select* workshop summary will highlight the agreed direction for service innovation and highlight the shared vision that has been agreed upon. This will include who will benefit from the service and in what way.



Select

Activities



Tools

Focusing down

Narrowing the project area through discussion and vote exercises.

Service improvement brainstorm

Participants select particular areas for improvement within the different service themes. These could be individual touchpoints, service elements or the full customer experience.

Project brainstorm

The aim of this exercise is to expand on several project ideas, taking into account who the primary users would be and what problems the service would be solving.

Evaluation form

At the end of each workshop participants should be given the chance to give their feedback and suggest things they may not have been given the chance to say during the workshop.

Idea prioritisation matrix

This tool helps participants have a structured discussion around which ideas are suitable for further development. The 2x2 axes include: high/low impact and high/low effort. Using this matrix it is easy to classify projects as 'quick wins', 'hard slogs', 'basic' or 'major' projects.

Define

Objective

The aim of this phase is to develop and refine the service proposition and specify its processes and touchpoints. The degree of refinement that will be reached will depend on how much time and budget exist and how much wider support there is for implementation.

Overview

Having established a clear focus for the project the participants are able to begin to flesh out what elements would make a service innovation viable, desirable and sustainable. From this point on, as the service becomes more tangible participants are likely to get more excited and want to see the project realised as soon as possible. However, chances are that the project will be constrained by limited resources and time commitments and further development will need to take place. The *Define* phase is therefore intended to take the project as far as possible in defining the service proposition with the available resources.

Depending on the project, its realisation may be out of the scope of the project and will require fund-raising, partnership development and aligning with long-term strategic objectives. In this case the output from the project will be a service vision document, a funding application or a position paper that forms the project team's response to the initial project area that had been identified.



The *Define* phase consists of *Service Modelling* and *Test & Refine* workshops. In these, participants will use personas and scenarios to agree what the core principles of the service will be and what elements or ‘touchpoints’ need to be designed. These will be visualised by designers and fed back to the group for feedback and refinement; ideally this process will be reiterated several times.



Outputs

A service proposition will be the main output from this final phase. The service proposition will give as much detail as possible about the desired service – from the ‘look and feel’ to uses and rough costings. These will form an integral part of the next phase of development, either by forming the brief to the development team, or by helping to ‘sell’ the project to potential partners and investors. In some cases a brief for the next stage of development will also be part of the output.



Define

Activities



Tools

Service visioning

Through structured discussion around the different service elements or 'building-blocks', and good service principles the group arrives at a consensus around the tactile and emotional qualities of the future service.

User scenarios

Using personas and pre-defined situations (usually of extreme cases) participants explore the limits of the service and can start to think about what value is attributed to different elements.

Service visualising

Visualising different service touchpoints, such as websites, letters and leaflets, as well as a storyboard that visualises the user's journey is a critical part of service design. This activity will usually be done after the Service Modelling workshop and be repeated after the Test & Refine workshop.

Evaluation form

At the end of each workshop participants should be given the chance to give their feedback and suggest things they may not have been given the chance to say during the workshop.

Service roadmapping

Having constructed a vision of a future service the participants place the different service elements along a timeline, taking into account which elements of the service are crucial at which stage of development.

Service proposition

This is one a set of documents that detail the service that has been designed – in either broad or detailed terms. It may include a storyboard outlining a user's journey through the service, visualisations of service touchpoints, or a service architecture that explains how different elements of the service align with each other.

Useful references

- Andersson, E., Titter, J. and Wilson, R. (Ed) (2006) *Healthy Democracy: The future of involvement in health and social care*. Involve and NHS National centre for involvement.
- Campbell, J. (2007) *National standards for community engagement*. Communities: Scotland.
- Carter, T., Beresford, P. (2000) *Age and Change: Models of involvement for older people*. York: Joseph Rowntree Foundation.
- Kucharcz, M., Thorpe, E. and Patel, J. (2007) *A Tool-kit for Organizing Meetings of Vulnerable Older People: Hearing their voice and promoting their participation within policy making process*.
- Parker, S. And Heapy, J. (2006) *Journey to the Interface: How public service design can connect users to reform*. London: Demos.
- Reed, J. et al., (2006) *Older People 'Getting Things Done': involvement in policy and planning initiatives*. York: Joseph Rowntree Foundation.
- Rogers, B. and Robinson, E. (2004) *The Benefits of Community Engagement – A review of the evidence*. London: ippr/Home Office.
- Maguire, K. and Truscott, F. (2006) *Active Governance: The value added by community involvement in governance through local strategic partnerships*. York: Joseph Rowntree Foundation (www.jrf.org.uk).
- Vergeris, S. Martin, D. (2007) *Beyond the Tickbox. Older citizen engagement in UK Local government*. York: Joseph Rowntree Foundation.
- O'Neil, A. (2005) *Involving OP – What standards should we expect*. York: Joseph Rowntree Foundation. (www.jrf.org.uk/bookshop).
- Audit Commission (1999) *Listen Up: Effective Community Consultation*. Audit Commission, Abingdon (available at www.audit-commission.gov.uk).
- *Communication with Communities Using Outreach: A good practice guide* (2006) (www.communities.gov.uk/publications/communicatingwithcommunities)
- *Promoting Effective Citizenship and Community Engagement: A guide for local authorities on enhancing capacity for public participation* (2006) (www.communities.gov.uk/publications/communities/promotingeffectivecitizenship).
- National Institute for Health and Clinical Excellence. *Quick reference guide. Community engagement* (2008) (www.nice.org.uk/PH009).
- *Viewfinder: A Policy Makers Guide to Public Involvement* (2002) (www.policyhub.gov.uk/docs/Viewfinder.pdf).
- Cabinet Office (2003) *Guidance on the Code of Practice on Consultation*. Cabinet Office, London (available at www.cabinetoffice.gov.uk/regulation/consultation-guidance).
- Department of Communities and Local Government. *Stronger prosperous communities. The Local Government White Paper* (2006) Department for Communities and Local Government and LGA.
- Home Office (2003) *People & Participation. How to put citizens at the heart of decision making*. London: Home Office (www.involve.org.uk/evaluation/introduction.shtml).
- Home Office (2004) *Firm Foundations: The Government's framework for community capacity building*. London: Home Office.

Thank you

Thank you to all members of the core group who worked so hard to pull together this project in a very short timeframe.

Core group

Chris Stanners – *Chairman of the Bucks 50plus Forum, Older People's Champion's Forum and Chairman of the SHAPE Core Group*

David Furze – *Community Development Team Leader, Wycombe District Council*

Sheila Davies – *Health Promotion Coordinator, Wycombe District Council*

Julia Schaeper – *Service Designer, Engine Service Design*

Aviv Katz – *Senior Service Designer, Engine Service Design*

Steve Goldensmith – *Voluntary Sector Development Manager, Buckinghamshire County Council*

Neil Comley – *Buckinghamshire County Council*

Richard Maskell – *Rural Transport Partnership Officer, Bucks Community Action*

Individual support provided by:

Gordon Austen – *Buckinghamshire Primary Care Trust*

Lesley Monro-Faure – *GP Practice Manager*

Karen Brown – *NHS Hospital Trust*

Licensed under



Attribution-Non-Commercial-Share Alike 2.0

MKOB

Milton Keynes, Oxfordshire and Buckinghamshire
Improvement Partnership