



**Co-production involving 'experts with lived experience of poverty' in policy and service development in Scotland
: a rapid review of academic literature
May 2021**



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Table of Contents

Table of Contents.....	2
Acknowledgements.....	3
Main Messages	4
1. Introduction	7
1.1 – Drivers of Community Engagement and Co-production in Scotland.....	7
1.2 – Giving Voice to Experiences of Poverty in Scotland	9
1.3 – Introduction to this Report	10
2. Key Concepts.....	12
2.1 – Introduction	12
2.2 – People Experiencing Poverty	12
2.3 – The Participatory Imperative	14
2.4 – Co-production	15
2.5 – Achieving Co-production with ‘Experts by Experience’	17
2.7 – Conclusion	20
3. Rapid Review of Key Literature.....	21
3.1 – Introduction	21
3.2 – Approach	21
3.3 – The Literature Reviewed	22
3.4 – Conclusion	26
4. Conclusion.....	27
Annex 1: Links to Toolkits Which Promote Co-production.....	29
Annex 2 – Our Approach: Rapid Review of Literature.....	30
A2.1 – Introduction	30
A2.2 – Analytic Framework.....	30
A2.3 – Non-methodological PRISMA Reporting Items in the Main Body of the Report	31
A2.4 – PRISMA Methodological Reporting Items	32
Annex 3 – Summary of Stages in Search Strategy	37
Annex 4 – Literature Reviewed.....	38
Annex 5 – Substantive Focus of Literature Reviewed	41
Annex 6 – Evidence for RQ1.....	43
Annex 7 – Evidence for RQ2.....	45
Annex 8 – Evidence for RQ3.....	47
Annex 9 – Evidence for RQ4.....	49
Annex 10 – Evidence for RQ5.....	51
Annex 11 – Evidence for RQ6.....	53
Annex 12 – Evidence for RQ7.....	56

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Main Messages

The Poverty and Inequality Commission tasked the Scottish Poverty & Inequality Research Unit (SPIRU) of Glasgow Caledonian University with producing a rapid review of evidence from the academic literature. The focus of this appraisal is the way in which those with lived experience of poverty are reported to be involved in the co-production of policy and service development. The Commission was particularly interested in practice that is relevant to the Scottish context, and with what is presented in the academic literature as best practice, when involving experts by experience in co-production.

In this report, we use the descriptor ‘experts by experience’ to refer to those with lived experience of poverty (using these interchangeably throughout). Our starting point is that experts by experience should be able to contribute to policy debate, service design and service delivery in areas which directly affect them.

How do we understand these issues?

- The terms ‘co-production’, ‘lived experience of poverty’ and ‘experts by experience’ are not used consistently in the literature.
- In the context of ensuring that services meet the needs of those with lived experience of poverty, we interpret co-production as a means of experts by experience (as users) and service providers working together to find shared solutions to the challenge of designing and delivering effective public services.
- We present co-production as one desirable way of involving experts by experience in service design/delivery; however, it is not the only desirable way of facilitating the participation of experts by experience.
- Although those with lived experience of poverty are usually regarded as direct users of public services, it should also be acknowledged that they may also be:
 - Professionals responsible for designing or delivering public services. The rise of in-work poverty in the UK means that some of those who are providing services to experts by experience are themselves also living in poverty.
 - Members of a wider community who may not be a direct recipient of a particular service but are part of a larger and broader population impacted upon by this provision. For example, not all of those with lived experience of poverty are users of welfare rights or income maximisation services; however, they are part of a wider community which benefits indirectly when more within their community are better able to participate more fully in community life, as a result of the additional income generated through this income maximisation.

What did we know at the outset?

- Scotland has several national organisations that champion the interests of those with lived experience of poverty (e.g. The Poverty Alliance, Poverty and Inequality Commission).
- Scotland has several organisations that promote the practice of co-production (most notably, the Scottish Co-production Network, but also Inclusion Scotland and Glasgow Disability Alliance, for example).
- Co-production with experts by experience has been promoted as functionally effective, a moral requirement, and a catalyst that has changed the way that we perceive value in public services.
- Many advocates of co-production assert that experts by experience personally benefit from participating in co-production.
- There is often an assumption – articulated explicitly or implicitly – that co-production should have a transformative impact on policy and practice.

What did we do?

SPIRU conducted a rapid review . Relevant literature was defined as pertaining specifically to examples of co-production in Scotland. Thirty-four papers were reviewed. We addressed seven research questions:

- To what extent is engagement inclusive and broadly representative of people experiencing in poverty in Scotland?
- To what ends have people with lived experience of poverty been engaged, i.e. in the development of policy, implementation (service design) and/or enhancement of practice (service delivery)?
- How have people with lived experience of poverty been engaged?
- What claims of positive impact are made on the basis of engaging people with lived experience of poverty? Is the claimed positive impact on policy, practice, or participants?
- What evidence is presented to support claims of positive impact?
- What learning can be gleaned from accounts of the process of engaging people with lived experience of poverty?
- What ‘best practice’ guidance has been offered to engage people with lived experience of poverty?

What did we find?

- The academic literature on co-production in Scotland has reflected on the application of co-production in a wide range of substantive fields (including health, social care, architecture) and has been deployed with a wide range of populations, many of whom might be considered as having a disproportionate risk of experiencing poverty.
- Insufficient data are available to robustly profile the population that has engaged in co-production in Scotland.
- Engagement of people experiencing poverty in co-production is largely evidenced by proxy, e.g. living in a multiply deprived area, or belonging to a population group that has a higher risk of poverty.

- The outcomes of co-production – intended and evidenced – are generally specified. However, despite the many claims made, there is a lack of robust evidence which establishes that the impact on policy making or practice is directly attributable to involving experts by experience in co-production.
- Comment is generally made on what is considered to be best practice in engaging people in co-production. However, this comment tends not to make specific reference to what is required to engage people with lived experience of poverty.
- There is a lack of detailed description and reflection on the process of involving experts by experience in co-production.
- There is a lack of evidence demonstrating the positive impact on outcomes that results from involving those with lived experience of poverty in co-production.
- There is little reference to best practice guidance on co-productive practice.

Our recommendations

This is a review of academic writing, the primary purpose of which is to advance academic knowledge. In reaching these recommendations, we accept that the authors of the academic papers reviewed in this report may have addressed some of our recommendations in writing for practitioners.

1. **Poverty-specific lens.** Efforts should be made to reflect more directly on the extent to which, and ways in which, experiencing poverty impacts on co-production. At present, understanding seems to be implied by proxy of living in a 'deprived area' or belonging to a group at disproportionate risk of poverty.
2. **Co-produced evaluation of co-production.** Notwithstanding the purpose of academic writing (noted above), the involvement of people with lived experience of poverty in co-authoring reflection and evaluation of co-production is to be encouraged.
3. **Learning from failure and partial success.** Challenges, difficulties and falling short of complete success are to be expected in co-production. Much of the literature reflects on the successes of co-production. Organisations involved in anti-poverty work in Scotland should co-operate and commit to developing a culture in which documenting all experiences of co-production are highly valued. Improved practice in engaging experts by experience will only result when such knowledge is shared openly.
4. **Outcomes focus on participants.** The primary focus of evaluation is on improvements for policy, service delivery or service design. There is scope for a strengthening of focus of the impact of co-production on participants, to complement the existing focus on service-related outcomes.
5. **Engaging with toolkits and best practice in co-production.** It is evident how little reference is made to existing resources that aim to promote best practice in co-production. It would be useful to explore the extent to which the Academy is engaging with general guidance when pursuing co-production.

1. Introduction

We need to find new ways of harnessing that democratic energy ... in the day-to-day decisions made by and for our communities ... But fostering a sense of participation is about more than consulting – it's also about handing decision-making powers back to communities. I want to ensure that more of the money we spend is directed by communities themselves - by the individuals and organisations who know best how to harness the energy of local people.

First Minister, Nicola Sturgeon MSP, Address to the Scottish Parliament, 26 November 2014¹

1.1 – Drivers of Community Engagement and Co-production in Scotland

The Poverty and Inequality Commission tasked the Scottish Poverty & Inequality Research Unit (SPIRU) of Glasgow Caledonian University with producing a rapid review of evidence on how those with lived experience of poverty in Scotland are involved in the co-production of policy, service design and service delivery. This report is part of a joint Poverty Alliance/SPIRU inquiry to develop guidance for the involvement of people with lived experience of poverty in the work of the Poverty and Inequality Commission.² These works add to the body of scholarship and practice on community participation in Scotland.

A range of inter-related drivers have promoted community engagement and co-production in Scotland in recent years, with the Scottish Government often supporting or championing this work. Legislation has required it, the National Performance Framework has demanded it, national bodies have promoted it, and interest groups have practised it.

Although the foundations for promoting community engagement in Scotland pre-date it, the introduction of the *National Standards for Community Engagement* in 2005³ was a catalyst for much of the work that followed, with principles established and best practice promoted to guide and improve community engagement. Revised *Standards* were launched in September 2016,⁴ at least in part, to reflect the strengthening of focus that followed the

¹ First Minister Nicola Sturgeon MSP (2014) *Programme for Government*. Speech to the Scottish Parliament. 26 November. <https://news.gov.scot/speeches-and-briefings/first-minister-programme-for-government>

² The Poverty Alliance (Robertson, L. and McHardy, F.), with Jakisa, I., Kelter, D., Kennedy, C. and Stockdale, J. (2020) *Guidance for the Poverty and Inequality Commission, Involving Experts by Experience*. Glasgow: The Poverty Alliance. <https://povertyinequality.scot/wp-content/uploads/2020/10/Guidance-on-involving-experts-by-experience-PIC-Guidance.pdf>

³ Communities Scotland (2005) *National Standards for Community Engagement*. Edinburgh: Scottish Executive. <https://www.communityplanningtoolkit.org/sites/default/files/EngagementR5.pdf>

⁴ Visit: <http://www.voicescotland.org.uk/>

introduction of the *Community Empowerment (Scotland) Act 2015*.⁵ There are seven *Standards* - inclusion, support, planning, working together, methods, communication and impact – each of which is defined by a headline statement and underpinned by between three and seven qualitative indicators, delivery of which would demonstrate that the standard is being met.⁶ Support tools, available as software or paper-based resources in accessible formats, can be readily accessed to shape or improve practice.⁷ Scotland’s commitment to community engagement continues to be strengthened, most recently evidenced by the introduction to the Scottish Parliament of *The UNCRC (Incorporation) (Scotland) Bill*⁸ in September 2020, with Article 12 of the UNCRC, which accords children the right to have their view heard and taken seriously in matters which pertain to them.⁹ This passing of the Act on March 16, 2021 positioned Scotland as the first country in the UK to pass children’s rights into law.

Scotland also has a national body that promotes co-production. Like the National Standards for Community Engagement, the Scottish Co-production Network is also hosted by the Scottish Community Development Centre.¹⁰ Formed in 2010, the Network describes itself as a place for the sharing of learning and exchange of co-production practice. The Network organises learning events, co-ordinates an annual Co-production Week, hosts network meetings and promotes wider discussion about co-production. Members are encouraged to contribute to the network by sharing learning and experience through online discussions, participation in meetings, sharing information and showcasing case studies.

Promoting participation and empowerment is integral to the National Performance Framework.¹¹ It is implicit in the National Purpose¹² (e.g. to ‘give opportunities to all people in Scotland’), articulated in several of the National Outcomes¹³ (i.e. ‘live in communities that are inclusive, *empowered*, resilient and safe’ and ‘tackle poverty by *sharing* opportunities, wealth and *power* more equally’) and tracked by several National Indicators¹⁴, for example:

- Children’s voices¹⁵: The percentage of young people who feel that adults take their views into account in decisions that affect their lives.

⁵ *Community Empowerment (Scotland) Act 2015*

<https://www.legislation.gov.uk/asp/2015/6/contents/enacted>

⁶ Visit: <http://www.voicescotland.org.uk/Seven-NS/>

⁷ Visit: <http://www.voicescotland.org.uk/support-materials/>

⁸ *The UNCRC (Incorporation) (Scotland) Bill*.

<https://www.parliament.scot/parliamentarybusiness/CurrentCommittees/115977.aspx>

⁹ United Nations (1989) *The United Nations Convention on the Rights of the Child*. UN: New York.

http://www.unicef.org.uk/wp-content/uploads/2010/05/UNCRC_united_nations_convention_on_the_rights_of_the_child.pdf

¹⁰ Visit: <http://www.coproductionscotland.org.uk/>

¹¹ Visit: <https://nationalperformance.gov.scot/>

¹² Visit: <https://nationalperformance.gov.scot/what-it>

¹³ Visit: <https://nationalperformance.gov.scot/index.php/national-outcomes>

¹⁴ Visit: <https://nationalperformance.gov.scot/measuring-progress/national-indicator-performance>

¹⁵ Visit: <https://nationalperformance.gov.scot/childrens-voices>

- Community ownership¹⁶: The number of assets in community ownership.
- Employee voice¹⁷: The percentage of employees who agree that they are affected by collective agreement, defined as whether agreement between trade union and employer affect pay and conditions.
- Influence over local decisions¹⁸: The percentage of people who agree with the statement 'I can influence decisions affecting my local area'.

Engagement is not yet universally practiced in Scotland. Furthermore, tokenistic and decorative participation have not been eradicated. Consultation is more firmly established than co-production. However, there is increasing and widespread acceptance that citizens should be involved in matters that directly impact upon them. The purpose of this report is to reflect specifically on contributions to co-production in policy and service development that are reported for those with lived experience of poverty.

1.2 – Giving Voice to Experiences of Poverty in Scotland

Several forces assert the right and facilitate the means of engaging people with lived experience of poverty in policy and service development in Scotland. Foremost among these positive influences in Scotland is The Poverty Alliance, the voice of Scotland's anti-poverty organisations, which is committed to promoting the voice of lived experience in Scottish policy-making. Although a strong advocate on behalf of people experiencing poverty, it is committed to co-produced practice, most notably through the *Get Heard Scotland*¹⁹ project and its long-standing Community Activists Advisory Group (CAAG),²⁰ which brings together activists with lived experience of poverty, acting as a sounding board to inform The Poverty Alliance's engagement and policy work.

Several other national organisations which represent the interests of populations who encounter a disproportionate risk of poverty are also committed to 'giving voice' and facilitating participation. Given the profile of the populations they represent, this work is often pertinent to groups living in poverty, e.g. Children in Scotland²¹, Inclusion Scotland²² and BEMIS.²³

Poverty Truth Commissions – national²⁴ and local²⁵ – have been a vehicle for involving people with lived experience in public debate, with the local commissions sharply focused on identifying local priorities for actions, and the national commission (now Poverty Truth

¹⁶ Visit: <https://nationalperformance.gov.scot/community-ownership>

¹⁷ Visit: <https://nationalperformance.gov.scot/employee-voice>

¹⁸ Visit: <https://nationalperformance.gov.scot/influence-over-local-decisions>

¹⁹ Visit: <https://www.povertyalliance.org/get-involved/get-heard-scotland/>

²⁰ Visit: <https://www.povertyalliance.org/get-involved/join-our-community-action-group/>

²¹ Visit: <https://childreninScotland.org.uk/our-work/how-we-work/>

²² Visit: <https://inclusionScotland.org/what-we-do/policy/people-led-policy/>

²³ Visit: <https://bemis.org.uk/about-us/aims-objectives/>

²⁴ Visit: <https://www.faithincommunity.scot/poverty-truth-community/>

²⁵ For example, in Dundee. Visit: <https://www.dundeefightingforfairness.co.uk/>

Community) effective in sharing the experiences of what it is like to live life with poverty. Some of this more recent work has been funded by the Scottish Government as part of a broader programme of action to work toward a Fairer Scotland, while involvement in some of the early work of the Commission has facilitated the emergence in media and civic society of Darren McGarvey²⁶ as one of the highly visible and engaging voices of lived experience in Scotland.

In addition to funding some of the local Poverty/Fairness Commission work, the Scottish Government has promoted the incorporation of the lived experience of poverty in reporting, debate and policy development. Back in 2015, it jointly published with the Poverty Truth Commission a booklet sharing “stories from people with experience of living in poverty” alongside the annual report of poverty statistics.²⁷ The statutory status of The Poverty and Inequality Commission is also a catalyst for involving people with lived experience more directly in policy thinking.²⁸ Furthermore, the necessity of engaging people with lived experience of poverty is noted in the guidance to local officers responsible for the preparation of local child poverty actions reports.²⁹ On the other hand, encouragement and obligation does not assure delivery; for example, the Poverty and Inequality Commission was critical of the engagement work that underpinned the first round of Local Reports;³⁰ short on engagement, these fell far short of co-production.

1.3 – Introduction to this Report

The primary objective of this report is to present findings from a rapid review of published evidence from the academic literature on the involvement of people experiencing poverty in the co-production of policy, service design and service delivery in Scotland. We use this body of academic evidence to address the following seven questions:

- RQ1 To what extent is engagement inclusive and broadly representative of people experiencing in poverty in Scotland?
- RQ2 To what ends have people with lived experience of poverty been engaged, i.e. in the development of policy, implementation (service design) and/or enhancement of practice (service delivery)?
- RQ3 How have people with lived experience of poverty been engaged?
- RQ4 What claims of positive impact are made on the basis of engaging people with lived experience of poverty? Is the positive impact claimed on policy, practice, or participants?
- RQ5 What evidence is presented to support any claims of positive impact?

²⁶ Visit: <https://darrenmgarvey.com/social-commentator/>

²⁷ The Poverty Truth Commission and the Scottish Government (2015) *Poverty in Scotland*. Edinburgh. <https://www.gov.scot/binaries/content/documents/govscot/publications/statistics/2015/06/poverty-scotland-2015/documents/00480340-pdf/00480340-pdf/govscot%3Adocument/00480340.pdf>

²⁸ Visit: <https://povertyinequality.scot/about/how-we-work/>

²⁹ Visit: <https://www.gov.scot/publications/local-child-poverty-action-report-guidance/>

³⁰ Visit: <https://povertyinequality.scot/wp-content/uploads/2020/08/Poverty-and-Inequality-Commission-Child-Poverty-Delivery-Plan-Scrutiny-2019-2020-Final-report.pdf>

- RQ6 What learning can be gleaned from accounts of the process of engaging people with lived experience of poverty?
- RQ7 What 'best practice' guidance has been offered to engage people with lived experience of poverty?

This review is not merely descriptive but offers critical reflection on the claims about the processes and impact of co-production in Scotland with people with lived experience of poverty. Methodological details and evidence are presented in Annexes. This is a rapid evidence review: we do not claim to deliver an exhaustive appraisal of all co-production in Scotland, nor do we draw heavily on the extensive body of work on co-production beyond Scotland.

Before delivering the review (section 3), we introduce key concepts that underpin our work. Conclusions are drawn in section 4.

2. Key Concepts

There is no reason to believe that bureaucrats and politicians, no matter how well meaning, are better at solving problems than the people on the spot, who have the strongest incentive to get the solution right.

Elinor Ostrom, Nobel Laureate for Economics³¹

2.1 – Introduction

Language is never neutral and the way in which we describe social circumstance can shape how ideas are received by others, particularly when writing about poverty.³² At the same time, ideas are open to multiple interpretation, and are sometimes fiercely contested. Therefore, it is important to clarify our thinking in relation to the key concepts that we use in this report. First, we explain how we describe people who experience poverty (2.2). We then introduce the range of inter-connected ideas around participation, engagement and co-production (2.3), before defining what we mean when we refer to co-production (2.4). Finally, we draw on previously published tools to explain how the involvement of people with lived experience of poverty in policy and service development covers a spectrum of activity, only some of which might be described as co-production (2.5).

2.2 – People Experiencing Poverty

In this review, we refer to people who experience poverty as either the ‘voice/s of lived experience’ or with ‘expert/s by experience’. Both descriptors signify the value of experiential knowledge in the context of policy and/or service development. In the context of this report, lived experience refers specifically to the experience of living in poverty.

The expertise brought from the community to the co-production setting is often referred to as voice of *lived* experience (having direct and experiential knowledge of poverty) as opposed to the voice of *learned* experience (academic and/or professional knowledge about poverty). We do not assert the primacy of one form of expertise over the other; rather, we argue that each has an important contribution to make, and that both are required for successful co-production. We also acknowledge that those with learned experience may

³¹ Sourced at: https://www.inspiringquotes.us/quotes/pVic_r3Q20CmN

³² McKendrick (2011) Writing and Talking About Poverty, *CRTPLN Briefing Paper 26*. Edinburgh. http://www.employabilityinscotland.com/media/96641/writing_and_talking_about_poverty.pdf; Volmert, A., Pineau, M., & Kendall-Taylor, N. (2016). *Talking about poverty: How experts and the public understand UK poverty*. York: Joseph Rowntree Foundation. <https://www.jrf.org.uk/report/talking-about-poverty-how-experts-and-public-understand-uk-poverty>

also have lived experience of poverty (past and/or present) and that those with lived experience may also have learned experience (already acquired and/or learned through their engagement in co-production).

We acknowledge that what constitutes the ‘voice of lived experience’ is contested and open to multiple interpretations.³³ It has been used to refer to single expert citizens³⁴ and to large groups of campaigners.³⁵ Synonyms or alternatives are also used to describe the ‘voice of lived experience’ and ‘experts by experience’,³⁶ including ‘service user’,³⁷ ‘lived experience leader’³⁸ and ‘changemaker’.³⁹

We choose to avoid the term ‘service user’, as our interest extends beyond groups which use services. Although the Social Care Institute for Excellence (SCIE) views ‘service user’ as a positive, unifying term,⁴⁰ and although other organisations self-identify as ‘users’, e.g. National Survivor *User* Network,⁴¹ ‘service user’ can imply that concern is limited to incremental change to pre-existing services (i.e. seeking only reform, rather than transformation).

We avoid using loaded descriptions such as ‘vulnerable’ groups and ‘poor people’, as these invoke assumptions about the character of those who experience poverty, often indicative of underlying value judgements which may not be fully respectful of those with living with poverty. On the other hand, we are cautious in the use of descriptors that seem to valorise the contributions of people with lived experience of poverty, such as ‘changemaker’ or ‘lived experience leader’. For example, Sandhu (2017: 6) describes the role of experts by experience as “*Social changemakers who seek to use their lived experience to inform the work of social purpose organisations, to drive and lead social change, and/or to drive their social impact work*”.⁴² This is aspirational. Achieving these outcomes is contingent on

³³ McIntosh, I. and Wright, S. (2019) ‘Exploring what the notion of lived experience might offer for social policy analysis’. *Journal of Social Policy*, 48(3), pp. 449-467.

³⁴ Rogers, C. and Coliandris, G. (2015) ‘The expert citizen: The key to future police legitimacy?’, *The Police Journal*, 88(2), pp. 95-105.

³⁵ Harper., Jamil. O. B., MA and Wilson. B. (2007) ‘Collaborative Community-Based Research as Activism: Giving Voice and Hope to Lesbian, Gay, and Bisexual Youth’, *Journal of Gay & Lesbian Psychotherapy*, 11(3-4), pp. 99-119.

³⁶ Care Quality Commission. (2020). ‘Experts by Experience’ [online] [viewed 1 December 2020] Available from: <https://www.cqc.org.uk/about-us/jobs/experts-experience>

³⁷ HCPC (2018) Service User and Carer Involvement [online] [viewed 1 December 2020] Available from: <https://www.hcpc-uk.org/education/resources/education-standards/service-user-and-carer-involvement/>

³⁸ Lex Move (2020) ‘The Lived Experience Leaders Movement’ [online] [viewed 1 December 2020] Available from: <http://www.lexmovement.org/>

³⁹ YI (2020) Changemakers [online] [viewed 20 March 2020]. Available from: <http://iwantchange.org.uk/>

⁴⁰ SCIE. (2020) Practice Example: The Masks We Wear (The Five Rivers Project) [online] [viewed 1 December 2020] <https://www.scie.org.uk/publications/guides/guide51/practice-examples/five-rivers-child-care.asp>

⁴¹ Visit: <https://www.nsun.org.uk/our-vision>

⁴² Sandhu. B. (2017) *The Value of Lived Experience in Social Change: The Need for Leadership and Organisational Development in the Social Sector*. <http://thelivedexperience.org/wp-content/uploads/2017/07/The-Lived-Experience-Baljeet-Sandhu-VLE-summary-web-ok-2.pdf>

effective engagement and we do not assume that this is the inclination and intention of all of those who participate.

We also acknowledge that in any particular project, there is merit in self-identification. Such an approach might strengthen our case for not using ‘users’ or ‘vulnerability’ as descriptors, which some may find to be disempowering and which are contrary to the ethos of co-production. On the other hand, we also acknowledge that self-identification as living in poverty can be discomforting. For the purpose of this report – written by experts from a position of learned experience of poverty – these are used in this report as respectful descriptors that acknowledge the expertise of lived experience.

2.3 – The Participatory Imperative

Participation is encouraged in the private, public and Third sectors. In the private sector, user involvement is often integral to product development. Those from the customer base who provide feedback on services and/or products may be viewed as an integral part of the supply chain.⁴³ Where this is harnessed as co-creation, it has been shown to exert positive influence on customer loyalty and satisfaction and create a competitive advantage for the companies.⁴⁴ Similarly, leaders of all political persuasions have, for many years, promoted actions to facilitate participatory democracy (e.g. Cameron for the UK⁴⁵; and Drakeford for Wales⁴⁶).

Scotland is keenly focused on community empowerment,⁴⁷ which the Scottish Government defines as:⁴⁸

a process where people work together to make change happen in their communities by having more power and influence over what matters to them.

⁴³ Von Hippel E. (2007) Horizontal Innovation Networks – by and for Users, *Industrial and Corporate Change*, Vol: 2(1): pp. 1-23; Vargo, S. and Lusch, R. (2004) Evolving to a New Dominant Logic for Marketing, *Journal of Marketing* Vol. 68 (1), pp. 1-7

⁴⁴ Grisseman, U.S, and Stockberger-Sauer, N.E. (2012) Customer Co-creation of Travel Services: The Role of Customer Support and Customer Satisfaction with the Co-creation, *Performance Tourism Management*, Vol. 33(6): pp. 1483-1492

⁴⁵ Cameron. D. (2007). The Conservative approach to improving public services [online]. 26 January 2007 [viewed 8 March 2020] Available from: <https://conservativespeeches>

⁴⁶ Drakeford. M, in Ersoy. A. (2017) *The Impact of Co-production: From Community Engagement to Engagement in Social Justice*. Bristol: The Polity Press

⁴⁷ Audit Scotland (2019) *Principles for Community Empowerment. Prepared on behalf of the Strategic Scrutiny Group*. Edinburgh. https://www.audit-scotland.gov.uk/uploads/docs/report/2019/briefing_190725_community_empowerment.pdf

⁴⁸ Scottish Government and COSLA (2009) *Scottish Community Empowerment Action Plan*. Edinburgh. <https://dtascommunityownership.org.uk/sites/default/files/Community%20Empowerment%20Action%20Plan.pdf>

Community engagement is an integral part of community empowerment, and the seven National Standards for Community Engagement in Scotland aim to ensure that best practice is promoted. These standards have been defined as follows:⁴⁹

- Inclusion: We will identify and involve the people and organisations that are affected by the focus of the engagement.
- Support: We will identify and overcome any barriers to participation.
- Planning: There is a clear purpose for the engagement, which is based on a shared understanding of community needs and ambitions.
- Working Together: We will work effectively together to achieve the aims of the engagement.
- Methods: We will use methods of engagement that are fit for purpose.
- Communication: We will communicate clearly and regularly with the people, organisations and communities affected by the engagement.
- Impact: We will assess the impact of the engagement and use what we have learned to improve our future community engagement.

However, as Public Health Wales has acknowledged with reference to the work of the World Health Organisation,⁵⁰ community empowerment implies more than involvement, participation or engagement. Community empowerment is an orientation to action. In Scotland, this is grounded in a commitment to social justice and tackling inequalities. Effective community engagement is often part of the empowerment process; however, engagement does not always aspire to empower.

Similarly, community engagement is often an important part of the co-production process. Co-production should be understood as form of community empowerment that embraces shared decision-making and collaboration.

2.4 – Co-production

The Scottish Co-production Network introduces co-production as being:⁵¹

... about combining everyone's strengths so that we can work together to achieve positive change. This means communities truly playing a part in how decisions are made - where things happen with people, instead of to them. Co-production essentially describes a relationship between service provider and service user that draws on the knowledge, ability and resources of both to

⁴⁹ Communities Scotland (2005) *National Standards for Community Engagement*. Edinburgh: Scottish Executive. <https://www.communityplanningtoolkit.org/sites/default/files/EngagementR5.pdf>

⁵⁰ Public Health Wales (2019) *Principles of Community Engagement for Empowerment*. Cardiff. <https://phw.nhs.wales/news/rules-of-community-engagement-relinquish-your-power-so-that-communities-can-take-control/principles-of-community-engagement-for-empowerment/>

⁵¹ Scottish Co-production Network (no date) What is co-production? [online]

develop solutions to issues that are claimed to be successful, sustainable and cost-effective, changing the balance of power from the professional towards the service user. The approach is used in work with both individuals and communities

It also makes reference to the definition provided by the New Economics Foundation (NEF) and NESTA:⁵²

Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours.

There are some who argue that co-production can, and should, achieve more than this, i.e. that experts by experience can and should, if they wish, occupy lead roles in governance, or formative roles in creating campaigns.⁵³ It is unclear whether these positions can be achieved only in certain limited contexts, or whether all contexts could adapt to the power sharing of these forms of co-production.⁵⁴ Indeed, it should not be assumed that co-production necessarily transforms practice or outcomes.⁵⁵ Needham and Carr have argued that there are different levels of co-production:⁵⁶

- Basic. People inevitably participate when they use services. However, they have no influence on how services are designed or delivered.
- Intermediate. This is when it is recognised that people using services have skills to offer. Contributions are sought when it is thought that it can lead to service improvement.
- Transformational. Power and control changes and users are actively involved in all aspects of designing, commissioning and delivering services. Involvement is sought even if skills are not directly relevant to the service.

⁵² Boyle, D. and Harris, M. (2009) *The Challenge of Co-Production*. London: nef. Available from: https://neweconomics.org/uploads/files/312ac8ce93a00d5973_3im6i6t0e.pdf

⁵³ Lex Move (2020) 'The Lived Experience Leaders Movement' [online] [viewed 1 December 2020] Available from: <http://www.lexmovement.org/>; UnLtd. 2019 Leading with Lived Experience? [online] *UnLtd* [viewed 1 December 2020] Available from: <https://www.unltd.org.uk/our-work/campaigns/leaders-with-lived-experience>

⁵⁴ Iqbal, T. (2019) 'How do we ensure people with first-hand lived experience of social issues are in leadership positions?' [online] *Community Fund Blog* [viewed 1 December 2020] Available from: <https://www.tnlcommunityfund.org.uk/news/blog/2019-07-01/how-do-we-ensure-people-with-first-hand-lived-experience-of-social-issues-are-in-leadership-positions>.

⁵⁵ Sandhu, B. (2017) *The Value of Lived Experience in Social Change: The Need for Leadership and Organisational Development in the Social Sector*. <http://thelivedexperience.org/wp-content/uploads/2017/07/The-Lived-Experience-Baljeet-Sandhu-VLE-summary-web-ok-2.pdf>; Scoones, I. (2018) 'Care or Control? Four Challenges for Transformations to Sustainability' [online] *Steps Centre* [viewed 1 December 2020] Available from: <https://steps-centre.org/blog/care-or-control-four-challenges-for-transformations-to-sustainability/>

⁵⁶ Needham, C. and Carr, S. (2009) 'Co-production: an emerging evidence base for social care transformation'. *SCIE Research Briefing 31*. London: SCIE. <https://lx.iriss.org.uk/sites/default/files/resources/Co-production.pdf>

Given the range of ways in which it can be understood, perhaps it is most productive to specify what co-production *ought* to be.⁵⁷ The NEF's articulation of the defining characteristics of co-production⁵⁸ continues to be shared today:⁵⁹

- Recognising people as assets.
- Building upon people's existing capabilities.
- Establishing mutual responsibilities between professionals and the public (developing two-way reciprocal relationships).
- Supporting people to support each other (encouraging peer support networks).
- Blurring boundaries between delivering and receiving services.
- Facilitating rather than delivering.

Reflecting these principles, our working definition of co-production is that which seeks to achieve:

Services and strategic plans that are jointly created within an equal and reciprocal partnership involving professionals, people using services, and the wider community who are impacted upon. Although this takes different forms, it is premised on engaging 'experts by experience', recognising their assets and harnessing their capabilities. It aspires to generate more positive outcomes than would otherwise result, and to blur boundaries between those who deliver and receive services.

We understand co-production as a process that can facilitate community empowerment. Accordingly, some participatory engagements such as mini publics,⁶⁰ fall short of what we understand as co-production, and are beyond the scope of this review. Not all activities that facilitate public participation aspire to the goals of co-production.

2.5 – Achieving Co-production with 'Experts by Experience'

In an earlier report for the Poverty and Inequality Commission, SPIRU presented a participation ladder to describe different levels of engagement of people with lived

⁵⁷ SCIE. (2015). 'Co-production in social care: What it is and how to do it'. *SCIE Guide 51*, Available from: <https://www.scie.org.uk/publications/guides/guide51/>

⁵⁸ Boyle, D. and Harris, M. (2009) *The Challenge of Co-Production*. London: nef. Available from: https://neweconomics.org/uploads/files/312ac8ce93a00d5973_3im6i6t0e.pdf

⁵⁹ Think Local Act Personal. (2020). 'What is Co-production?' [online] TLAP [viewed 1 December 2020] Available from: <https://www.thinklocalactpersonal.org.uk/co-production-in-commissioning-tool/co-production/in-more-detail/what-is-co-production/>

⁶⁰ What Works Scotland. Undated. Mini-publics: examples and resources [online]. *What Works Scotland* [viewed 1 December 2020] Available from: <http://whatworksscotland.ac.uk/topics/mini-publics/>

experience of poverty.⁶¹ This was an adaptation of Hart’s ladder of participation,⁶² itself an adaptation of Arnstein’s seminal work from 1969.⁶³ We reproduce this schematic below (Figure 1) to assist in clarifying what does and does not constitute co-production for the purposes of this review.

Figure 1: Co-production in the Participation Ladder for People with Lived Experience of Poverty

8	Initiated by people experiencing poverty, shared decisions with professional experts	Co-production
7	People experiencing poverty initiate and then determine actions to follow	Participation, not co-production
6	Initiated by professional experts, shared decisions with people experiencing poverty	Co-production
5	(People experiencing poverty are) Consulted and informed (but decisions are made by professional experts)	Participation, not co-production
4	(People experiencing poverty are) Informed (but decisions are made by professional experts)	Participation, not co-production
3	Tokenism	Non-participation
2	Decoration	Non-participation
1	Manipulation	Non-participation

Source: Adapted from McKendrick and Brown (2018)

This participation ladder notes that participation can be tokenistic, decorative or even manipulative. In effect, these are modes of non-participation, and may be more common

⁶¹ McKendrick, J.H. and Brown, J. (2018) *Listening to the lived experience of poverty in Scotland An evidence review of issues pertaining to income, expenditure and wealth*. Glasgow: SPIRU. Available from: <https://povertyinequality.scot/wp-content/uploads/2019/04/SPIRU-Final-Report.pdf>

⁶² Hart, R. (1992). *Ladder of participation*. UNICEF *Children’s Participation: From Tokenism to Citizenship*. New York: UNICEF.

⁶³ Arnstein, S. R. (1969) A Ladder of Citizen Participation, *Journal of the American Planning Association*, Vol. 35(4), pp. 216 -224.

than is assumed. As Burchard and Dornan warn with regards to people with lived experience of poverty:⁶⁴

... exploiting the 'stories' of people in poverty to provide dramatic quotes and images should be avoided; nor treating them as a source of qualitative data for others to analyse; but [rather the aim should be] facilitating a process whereby people with experience of poverty can make sense of their experiences, drawing also on the expertise of researchers and others in making connections and unpicking some of the causal processes that lie behind daily realities.

McKendrick and Brown note that participation may involve decisions being taken by professional experts, with people experiencing poverty either being consulted and informed (rung 5) or merely informed (rung 4).⁶⁵ While these are forms of participation, they cannot be considered co-production, as the experts by experience are not directly involved in decision-making. Co-production is found on the higher rungs of the ladder of participation and must involve the active and effective involvement of both experts by learned experience and experts by lived experience in decision-making.

Perhaps controversially, rung 7 in the SPIRU participation ladder does not meet the conditions necessary for co-production. In this case, although those with lived experience of poverty self-determine the shape of services and practice, professionals are not involved. For example, there is currently much interest in community asset transfer, i.e. communities assuming responsibility for local assets. The logical consequence of community asset transfer is that thereafter communities self-determine their priorities and manage their assets (rung 7 in Figure 1). Without question, there is merit in this approach to determining local priorities, designing and managing local services. However, where professional experts and those with learned experience are removed from this process, it does not constitute co-production.

Genuine co-production refers to rungs 6 and 8 in SPIRU's ladder of participation, i.e. when decisions are shared between professionals and experts by experience (and the wider community impacted upon by these decisions), with the process being initiated either by professionals (or the wider community) (rung 6) or by experts by experience (rung 8). It is this work that is the focus of this report.

⁶⁴ Burchardt. T. and Dornan. P. (2019) Prioritising Participatory Poverty Projects Properly [online] LSE Blogs [viewed 1 December 2020] Available from: <https://blogs.lse.ac.uk/socialpolicy/2019/10/18/prioritising-participatory-poverty-projects-properly/>

⁶⁵ McKendrick. J.H. and Brown. J. (2018) *Listening to the lived experience of poverty in Scotland An evidence review of issues pertaining to income, expenditure and wealth*. Glasgow: SPIRU. Available from: <https://povertyinequality.scot/wp-content/uploads/2019/04/SPIRU-Final-Report.pdf>

2.7 – Conclusion

Both lived experience and co-production are conceived in various ways, which can cause confusion. The words we use have importance beyond clarifying what we mean, and without due care can reinforce the stigmatization and marginalisation experienced by those experiencing poverty. In this section of the report, we have clearly defined how and why we use the terms central to our review - ‘co-production’ (2.4) and ‘experts by experience’ (2.2). We also explained that ‘co-production’ cannot be used inter-changeably with participation, and that what might be considered effective participation may fall short of what is required for genuine co-production (2.3 and 2.5).

3. Rapid Review of Key Literature

Till now, the general celebratory approach to co-production (as ‘magic concept’) has limited the number of studies that investigate and discuss the very real effects of co-production and the conditions under which positive vs negative effects manifest.

Sorrentino et al. (2018: 299)⁶⁶

3.1 – Introduction

This section presents the findings from a rapid review of the academic literature on engaging people with lived experience of poverty in the co-production of policy and practice in Scotland. Section 3.2 provides a brief account of the method used, which is described in more detail in Annex 2. Section 3.3 addresses in turn, each of the seven research questions, introduced in 1.3. For each, there is a corresponding Annex in which we present a table summarising the relevant evidence from each of the 34 papers that were reviewed.

3.2 – Approach

Annex 2 describes the approach in detail. Thirty-four papers were selected for review on account of meeting the selection criteria of (i) including co-production in the title of the paper; (ii) making reference to policy and/or practice in the paper; and (iii) making reference to Scotland in the paper. This core selection strategy was supplemented to include some contributions to *Co-production of Health and Wellbeing in Scotland*, which met conditions ‘ii’ and ‘iii’, but not ‘i’; this was judged acceptable as co-production was in the book title.

It is accepted that this review is limited to accessible academic literature on co-production in Scotland that ‘headlines’ co-production. This is an appropriate approach for a rapid review. Supplementary reviews should extend the search beyond ‘headline’ and beyond accessible academic literature to provide a more comprehensive review of more of the relevant literature.

⁶⁶ Sorrentino. M., Sicilia. M. and Howlett. M. (2018) Understanding co-production as a new public governance tool. *Policy and Society*, Vol. 37(3), pp. 277-293.

3.3 – The Literature Reviewed

3.3.1 – Scope of Literature Reviewed

Annex 4 lists the works that met the inclusion criteria, and which comprised this review, and Annex 5 describes the substantive focus of these papers.

The population of interest was tightly defined, with the focus described in terms of substantive topics (e.g. Gillick and Ivett (2017) on architecture), sub-populations (e.g. Heron and Steckley (2020) with young people), or sub-populations on substantive topics (e.g. Lindsay et al. (2018a,b,c, 2019) with lone parents on employability services).

Although a range of substantive topics were covered, - for example social security (Strokosch and Osborne, 2020), nature walks (Hubbard et al., 2020) and crime prevention (Bone, 2013) - around one-half of the studies were applications in the field of health and social care. A wide range of applications in health were reported, including healthy child weight (Gillespie et al., 2019), sedentary behaviour among stroke survivors (e.g. Hall et al., 2020), and access to health (Kapilashrami and Marsden, 2018).

Greater diversity was evident in terms of the geographies and population. Co-production was reported in each of Scotland's four largest cities (e.g. Loeffler (2021a) in Aberdeen), in towns (e.g. Mulholland (2017) in Falkirk) and in rural and remote areas (e.g. Hine-Hughes (2013) in Dumfries and Galloway). Similarly, co-production was described with young (Tisdall (2017) on children) and old (Munoz et al. (2014) on older citizens), and with a range of defined populations, including BME groups (de Andrade, 2016), asylum seekers (Strokosch, 2013) and citizens with mental illness (Hubbard et al., 2020).

Interestingly, the academic literature did not focus on the experiences of those living with poverty in appraising or developing anti-poverty policy and strategy (such as the work of Poverty Truth Communities). Rather, it acknowledged – to a greater or lesser extent – the relevance of poverty in co-production that did not have an explicit tackling poverty focus.

3.3.2 - To what extent is engagement inclusive and broadly representative of people experiencing in poverty in Scotland? (RQ1)

Annex 6 summarises the evidence for research question one.

As noted above (3.3.1), co-production is reported to have been deployed with a wide range of populations, for a wide range of issues, across many parts of Scotland (all parts of Scotland for Whoriskey, 2013).

Reference is often made to engaging 'hard to reach' populations, engaging populations that have a disproportionate risk of experiencing poverty, and in particular, engaging populations that live in deprived areas. Few papers refer directly to engaging people with lived experience of poverty (or profile the specific character of those participants who have lived experience of poverty). Heron and Steckley (2020) is an exception in that they

describe working with 16–17-year-old accommodated young people, who had direct experience of poverty.

In some cases, the profile of those who are engaged in research is provided, while the profile of those who were involved in the co-production that underpins the research is not. For example, and Bedford (2015) makes reference to working in one of Scotland's 5% Most Deprived Areas in South Ayrshire, but does not profile those who were involved in the co-production – also de Andrade (2016).

On the basis of the information presented in the literature reviewed here, it is not possible to assert that co-production is representative of people experiencing poverty in Scotland. On the other hand, it seems likely that a diverse range of sub-populations experiencing poverty have been engaged in co-production.

3.3.3 - To what ends have people with lived experience of poverty been engaged, i.e. in the development of policy, implementation (service design) and/or enhancement of practice (service delivery) (RQ2)?

Annex 7 summarises the evidence for research question two.

It is often asserted that co-production has a positive impact on policy prioritisation, service design and service delivery. Very often, these claims are asserted in general terms, rather than explicitly detailed and demonstrated. Furthermore, direct reference tends not to be made to the outcomes that are desired when specifically engaging people with lived experience of poverty in this co-production.

Co-production is oriented to action, with the aim of effecting improvement by drawing on the experience of those with lived experiences. Although there is nothing to preclude this experience being drawn upon to improve national policies, strategies and services, the work that was reviewed tended toward local orientation. Local work involved pilot interventions (for example, Bedford, 2015), work to improve service design and delivery (for example, Bone, 2013), work to better understand key issues (for example, Kapilashrami and Marsden, 2018), work to engage communities and articulate policy priorities (Garven, 2013) and work to evaluate services (de Andrade and Angelova, 2020). Some work was more exploratory, for example Munoz et al. (2014) were exploring the potential for co-production. No references were made to co-production that developed new legislation.

Once more, there is a lack of a sharp focus on the purpose of involving people with lived experience of poverty. More generally, giving voice to better understand need, and appraising design and development of specific services were the focus of much of the co-production that was reviewed. Less prominent was work with a national focus, and work that was concerned with strategy and policy priority.

3.3.4 - How have people with lived experience of poverty been engaged? (RQ3)

Annex 8 summarises the evidence for research question three.

A range of strategies are described as being deployed to engage stakeholders in co-production; these are often presented as intensive, inter-personal and time consuming. For example, Kapilashrami and Marsden (2018) used interviews, focus groups, mapping, spider diagrams and Photovoice. For some, access was facilitated through existing community groups (for example, Bedford (2015), Hall et al. (2020) and Jackson (2012)). However, it was also notable that access was more protracted and intensive in some projects, for example, de Andrade (2016) and Rasmussen et al. (2015). Notably, Bone's (2013) work in Kilmarnock involved the services of a 'community catalyst' to act as a trusted and stable point of connection and reference for participants.

Once more, direct reference tends not to be made to the specific issues that must be considered when engaging people with lived experience of poverty in co-production.⁶⁷ This may be understandable in that the describing the specific strategies that were deployed to engage people with lived experience of poverty would have been marginal to the purpose of the academic papers that were reviewed. However, it was striking that there was no acknowledgement, let alone articulation or discussion, of the specific challenges that present when engaging people with lived experience of poverty.

3.3.5 - What claims of positive impact are made on the basis of engaging people with lived experience of poverty? Is the positive impact claimed on policy, practice, or participants? (RQ4)

Annex 9 summarises the evidence for research question four.

Claims to positive impact are asserted in most of the academic literature. A minority of papers focus on the challenges of co-production (for example, de Andrade (2016) and Hubbard et al. (2020)), and not all are concerned to consider impact (for example, Strokosch and Osborne (2021) are primarily concerned with conceptualising co-production). Where this is evaluation, the impact of co-production is judged to be positive.

Much of the positive evaluation asserts impact on both practice and policy, as well as leading to a better understanding of the issues. Equally prevalent (although not always in the same papers) is the assertion that co-production impacts positively and directly on participants. For example, Bone (2013) claims positive impact on physical and mental health, Garven (2013) is among those who claim improve community engagement and

⁶⁷ The Poverty Alliance (Robertson, L. and McHardy, F.), with Jakisa, I., Kelter, D., Kennedy, C. and Stockdale, J. (2020) *Guidance for the Poverty and Inequality Commission, Involving Experts by Experience*. Glasgow: The Poverty Alliance. <https://povertyinequality.scot/wp-content/uploads/2020/10/Guidance-on-involving-experts-by-experience-PIC-Guidance.pdf>

participation, Gillick and Ivett (2017) claim empowerment and raised levels of confidence, while behavioural change is claimed by Graham (2015, on desisting from crime), Hall et al. (2020, on healthy lifestyles), Mulholland (2007, also on health behaviours), Rasmussen et al. (2015, ability to self-manage) and Tisdall (2017, on skills and confidence).

3.3.6 - What evidence is presented to support any claims of positive impact? (RQ5)

Annex 10 summarises the evidence for research question five.

Most evidence presented takes the form of participant testimony (for example, Connolly et al., 2013; and Hanley, 2013), or researcher reflection and observation (for example, Heron and Steckley, 2020; and Lindsay et al, 2018a,b,c, 2019).

Some studies present quantitative evidence of impact (Bone (2013) uses survey evidence, as does Loeffler (2021a), with others noting that quantifying impact will be a longer-term process). Mulholland (2007) is atypical, presenting a strong quantitative evidence base, drawn from a randomised control trial on behaviour. However, even here, the impact is attributed to the outcomes of the intervention, rather than the direct experience of co-production. It is less clear whether this impact can be directly attributed to the co-production. This alludes to a more general challenge that is noted by Power (2013) – the difficulties in making precise connections between cause and effect as a result of co-production.

3.3.7 - What learning can be gleaned from accounts of the process of engaging people with lived experience of poverty? (RQ6)

Annex 11 summarises the evidence for research question six.

It is difficult to draw robust conclusions, as the academic literature does not tend to focus on the specific challenges that are encountered by people experiencing poverty. On the other hand, the general commentary on engaging people in co-production has relevance to this group. There was much reference across papers on the need to build trust (for example, Graham (2015), Hall et al. (2020) and Kapilashrami and Marsden (2018)). Although not under-estimating the challenge of engaging what are often marginalised populations, many of the papers questioned whether they were truly ‘hard-to-reach’, arguing that this perception of a problem (Connolly et al., 2020) could be addressed with a greater commitment to engagement and cultivation of trust (de Andrade, 2016).

3.3.8 - What ‘best practice’ guidance has been offered to engage people with lived experience of poverty? (RQ7)

Annex 12 summarises the evidence for research question seven.

Very little reference is made to best practice guidance on co-production and/or co-production toolkits. Whoriskey (2013) makes reference to Midlothian Council using the Governance International toolkit, and Loeffler (2021) makes reference to ‘experience-based co-design’ in health. This is not to suggest that there is reticence to draw on good practice. Several papers make reference to analytical frameworks and best practice in deploying research methods and approaches. For example, Hall et al. (2020) describe how they were guided by the BCW framework for guiding interventions and Hubbard et al. (2020) worked within Medical Research Council guidelines for complex interventions. Thus, although there is little evidence of drawing on toolkits or best practice guidance for co-production, there is an appetite for drawing upon models of best research practice in co-productive work.

On the other hand, de Andrade and Angelova (2020) caution on the dangers of deploying ‘top down’ guidance, stressing the need for creative engagement, attention to circumstance and focusing on inter-personal relationships. Similarly, Garven (2013) stresses the need to invest in community-building as a foundation for success: less concern is given to the model of co-production, than with ensuring the capacity of communities and community organisations to deliver.

3.4 – Conclusion

This rapid review of academic literature that is relevant to interests of the Poverty and Inequality Commission in Scotland has generated insight into each of the seven research questions. The academic community is appraising co-production in Scotland, although there are lessons to learn and gaps to address that should inform future activity in this area.

4. Conclusion

4.1 – Methods

The Poverty and Inequality Commission tasked us with producing a rapid review of published works, pertinent to the Scottish context, which would help us to understand current practice and what is promoted as best practice in Scotland. We approached this by identifying key literature and reviewing its content systematically.

4.2 – On the Evidence Base

We set out to address seven questions. It was not always easy (and at times, not possible) to find answers to these questions. We found that:

- There is a lack of description (let alone reflection) on the process of involving those with lived experience of poverty in co-production.
- There is a lack of evidence tracing the impact on policy or practice that results from involving those with lived experience of poverty in co-production
- There is a lack of evidence demonstrating positive impact on outcomes that result from involving those with lived experience of poverty in co-production

4.3 – Recommendations

We acknowledge that the primary purpose of this report is to review the academic literature, the primary purpose of which is to advance academic knowledge. In reaching these recommendations, we accept that the authors of the academic papers reviewed in this report may have addressed some of our recommendations in writing for practitioners.

- 1. Poverty-specific lens.** Efforts should be made to reflect more directly on the extent to which, and ways in which, experiencing poverty impacts on co-production. At present, understanding seems to be implied by proxy of living in a ‘deprived area’ or belonging to a group at disproportionate risk of poverty.
- 2. Co-produced evaluation of co-production.** Notwithstanding the purpose of academic writing (noted above), the involvement of people with lived experience of poverty in co-authoring reflection and evaluation of co-production is to be encouraged.
- 3. Learning from failure and partial success.** Challenges, difficulties and falling short of complete success are to be expected in co-production. Much of the literature reflects on the successes of co-production. Organisations involved in anti-poverty work in Scotland should co-operate and commit to developing a culture in which documenting all

experiences of co-production are highly valued. Improved practice in engaging experts by experience will only result when such knowledge is shared openly.

4. **Outcomes focus on participants.** The purpose of co-production is clearly specified in academic writing. However, the primary focus of evaluation is on improvements for policy, service delivery or service design. There is scope for a strengthening of focus of the impact of co-production on participants, to complement the existing focus on service-related outcomes.
5. **Engaging with toolkits and best practice in co-production.** It is evident how little reference is made to existing resources that aim to promote best practice in co-production. In contrast, applications often make reference to best practice when applying analytical frameworks or participatory methods. It would be useful to explore the extent to which the Academy is engaging with general guidance when pursuing co-production.

Annex 1: Links to Toolkits Which Promote Co-production

NESTA. 2012. *People Powered Health Co-production Catalogue*.

https://media.nesta.org.uk/documents/co-production_catalogue.pdf

Governance International .2009. *The Co-production Star - Bringing citizen power into public services to improve outcomes*.

[http://www.coproductionscotland.org.uk/files/3614/2789/2009/7.Introduction to the Co o-production Star.pdf](http://www.coproductionscotland.org.uk/files/3614/2789/2009/7.Introduction%20to%20the%20Co-production%20Star.pdf)

Clinks. 2016. *Service User Involvement And Co-Production*.

https://www.clinks.org/sites/default/files/2019-04/clinks_sui-guide_FINAL-WEB_2019.03.pdf

Church Action on Poverty and Sustain. 2020. *Telling Stories and Shaping Solutions*.

https://www.sustainweb.org/resources/files/reports/FoodPower_EmpoweringPeople_Toolkit2020.pdf

NDTi. (undated). *A Guide To Co-Production With Older People*

[https://www.ndti.org.uk/uploads/docs/Personalisation -_dont just do it coproduce it.pdf](https://www.ndti.org.uk/uploads/docs/Personalisation_-_dont_just_do_it_coproduce_it.pdf)

SCIE. 2015. *Co-Production In Social Care: What It Is And How To Do It*.

<https://www.scie.org.uk/publications/guides/guide51/files/guide51-easyread.pdf>

Scottish Borders Mental Health and Well-being Forum. 2019. *Co-Production Charter - Involving People With Lived Experience In Developing Mental Health Policies And Services In The Scottish Borders*.

<http://www.borderscarevoice.org.uk/wp-content/uploads/2019/03/BCV-Co-Production-Charter.pdf>

Homeless Link. 2018. *Co-Production Toolkit Case Studies*.

<https://www.homeless.org.uk/sites/default/files/site-attachments/Co-Production%20Toolkit%20Case%20Studies.pdf>

OPFS. 2007. *Participatory One Parent Proofing Toolkit*

https://opfs.org.uk/wp-content/uploads/2020/02/Participatory_One_Parent_Proofing_Toolkit-1.pdf

British Red Cross. (undated). *Co-Design Of The UK Asylum Process Course, Glasgow*.

<https://www.communityengagementhub.org/wp-content/uploads/sites/2/2019/09/Co-Design-of-the-UK-Asylum-Process-Course-Glasgow.pdf>

Annex 2 – Our Approach: Rapid Review of Literature

A2.1 – Introduction

The focus of this report was to review the published academic literature on engaging people with lived experience of poverty in co-production to shape policy and/or practice in Scotland. However, this report is a small part of a larger project. Given the role of the review in the context of the overall project (see opening part of section 1), and time and resources constraints, the objective was not to undertake a full and formal Systematic Review (e.g. Gough et al., 2013). However, we approached the review with same methodical rigour which characterises a systematic review. This work is a rapid systematic review of the most relevant literature.

Grant et al. (2009: 100) describe a rapid review as way to meet “the need for evidence-based decisions within a policymaker’s time frame”. Although this requires accepting limits to the scope and range of the evidence identified and analysed, it takes a systematic approach to both processes and does not compromise on standards. Although it would not be appropriate to present this review in the PRISMA format used in Systematic Reviews (Moher et al., 2009) nevertheless, this format is a useful one to describe the approach and methods. Several of the PRISMA reporting items (introductions, presenting results, discussion, conclusion, as well as title, abstract content and funding statement) are included in the main body of this report. This Annex complements content in the main body of the report.

A2.2 – Analytic Framework

As explained in section 2.4 of the report, we were only interested in examples of participation that could be regarded as genuine and effective co-production. In terms of our adapted version of Arnstein’s (1969) and Hart’s (1992) *Ladder of Citizen Participation*, we were concerned only with activities which meet rungs six and eight of the ladder (Figure 2.1).

We applied a Realist approach to analysis (Pawson and Tilley, 1997; 2004). Realist evaluation is particularly attuned to the importance of context. It asks ‘what works, for whom, under what conditions’. It is an approach which is particularly well suited to grasp the complexities involved in studying how actors interact with each other and the world around them. As described by Pawson and Tilley (2004: 6) “... realists regard programmes as rather sophisticated social interactions set amidst a complex social reality”. Realist evaluations do not aim to produce definitive answers nor generate ‘how to’ guides; rather, they highlight important areas to consider, including identifying the boundaries of what is known and knowledge gaps.

A2.3 – Non-methodological PRISMA Reporting Items in the Main Body of the Report

Table A2.1 cross-references the main report, identifying content recommended by the PRISMA framework.

Table A2.1: Non-methodological PRISMA reporting items in the main body of the report

Section/topic	#	Checklist item	Reported
TITLE			
Title	1	Identify the report as a systematic review, meta-analysis, or both.	Not applicable. Refer to A2.1
ABSTRACT			
Structured summary	2	Provide a structured summary including, as applicable: background; objectives; data sources; study eligibility criteria, participants, and interventions; study appraisal and synthesis methods; results; limitations; conclusions and implications of key findings; systematic review registration number.	Not applicable / But see Main Messages
INTRODUCTION			
Rationale	3	Describe the rationale for the review in the context of what is known.	Section 1
Objectives	4	Provide an explicit statement of questions being addressed with reference to Participants, Interventions, Comparisons, Outcomes, and Study design (PICOS).	Section 1
RESULTS			
Study selection	17	Give numbers of studies screened, assessed for eligibility, and included in the review, with reasons for exclusions at each stage, ideally with a flow diagram.	A2.4.5
Study characteristics	18	For each study, present characteristics for which data were extracted (e.g., study size, PICOS, follow-up period) and provide the citations.	Section 4
Risk of bias within studies	19	Present data on risk of bias of each study and, if available, any outcome level assessment (A2.3.8).	We make a qualitative judgement, appraising each study on its own merits.
Results of individual studies	20	For all outcomes considered (benefits or harms), present, for each study: (a) simple summary data for each intervention group (b) effect estimates and confidence intervals, ideally with a forest plot.	Nor applicable
Synthesis of results	21	Present results of each meta-analysis done, including confidence intervals and measures of consistency.	Not applicable Qualitative narrative synthesis of findings
Risk of bias across studies	22	Present results of any assessment of risk of bias across studies (A2.3.11)	We account for multiple presentations of work from the same project

			when drawing conclusions.
Additional analysis	23	Give results of additional analyses, if done (e.g., sensitivity or subgroup analyses, meta-regression [A2.3.12]).	Nor applicable
DISCUSSION			
Summary of evidence	24	Summarize the main findings including the strength of evidence for each main outcome; consider their relevance to key groups (e.g., healthcare providers, users, and policy makers).	Section 7
Limitations	25	Discuss limitations at study and outcome level (e.g., risk of bias), and at review-level (e.g., incomplete retrieval of identified research, reporting bias).	Section 7
Conclusions	26	Provide a general interpretation of the results in the context of other evidence, and implications for future research.	Section 7
FUNDING			
Funding	27	Describe sources of funding for the systematic review and other support (e.g., supply of data), role of funders for the systematic review.	Section 1 / p.5

A2.4 – PRISMA Methodological Reporting Items

A2.4.1 – Protocol and registration

As this is a rapid review there was no formal specification nor registration of a review protocol.

A2.4.2 – Eligibility criteria

To ensure that the work reviewed was relevant to understanding best practice to co-production with experts by experience in contemporary Scotland, nine inclusion criteria were applied:

- *Geography*: only studies undertaken in Scotland were included.
- *Language*: works were restricted to English-language publications.
- *Timeframe*: only sources published since 1999 were included.
- *Publication Status*: no restriction was applied in relation to publication status: all relevant works - whether peer-reviewed or not, and whether published, in-press or mimeo - were included
- *Participants*: searches were undertaken for the following participants and groups: (i) voice of lived experience; (ii) expert voice/s; (iii) expert citizen(s); (iv) expert(s) by experience; (v) service user(s); (vi) leader(s) by experience; (vii) change-maker(s); (viii) community ally/allies; (ix) hard to reach (x) co-creator(s); (xi) community activist/activism (xii) volunteer-led campaign(s) (xiii) digital campaigner(s)
- *Thematic Focus - Co-production*: searches were undertaken for the following terms and strings representing activities: (i) co-production; (ii) co-creation; (iii) co-design; (iv) co-participation; (v) influencing social change; (vi) volunteer-led campaign
- *Outcomes*: searches sought evidence on: (i) policy impact; (ii) impact on practice; (iii) impact on participants; and (iv) other impact, clearly specified.
- *Study Design*: no restriction was applied in relation to study design.
- *Data*: no restriction was applied in relation to the nature of data (i.e. qualitative or quantitative).

Exclusion criteria were applied to eliminate examples of participation that fell short of co-production as defined above:

- *Excluding participation that is not co-production*: as was noted in section 2.3 and Figure 2.1, engaging people with lived experience can involve forms of participation that fall short of full co-production. Therefore, excluded from our review were such terms as ‘mini publics’, ‘involving communities’, ‘deliberative democracy’, ‘participatory budgeting’ and ‘Experience Panels’. While these forms of involvement have merit in particular circumstances (Burton et al., 2004), they are primarily concerned with issues that are beyond our brief.

A2.4.3 – Information sources

A sequence of iterative and refined searches for relevant sources was undertaken using Google Scholar.

A2.4.4 – Search strategy

Annex 3 summarises the stages in the search strategy. As this was a rapid review, the pragmatic decision was taken to only search Google Scholar, linking this to GCU’s Discover system, which allowed for freely accessible papers to be accessed.

A2.4.5 – Study selection process

The titles, abstracts, keywords of were initially scanned to assess their relevance. In those cases where no definitive judgement could be made of the potential relevance of the source on this information, the sourced was assessed in more detail to ascertain its suitability (paying particular attention to the objectives of the article, its section headings, and conclusions). Not all of the literature deemed to be beyond the scope of the review was discarded - some publications were read to provide background and understand what the academic community consider to be important in relation to co-production. The reasons for excluding 110 articles from the final review are summarised below. Many of these papers did not focus on Scotland, despite the initial search returning them as such.

Table A2.2: Reasons for excluding articles from the rapid review of literature

Author	Reason for Exclusion
Adamson (2018)	Not able to source copy in time frame for rapid review
Ancarno et al. (2016)	Outwith geographical range
Arvedsen et al. (2017)	Outwith geographical range
Bovaird and Loeffler (2013)	Reviewed but rejected (does not meet focus of this exercise)
Bovaird et al. (2017)	Reviewed but rejected (does not meet focus of this exercise)
Bovaird et al. (2019)	Reviewed but rejected (does not meet focus of this exercise)
Boyle and Harris (2009)	Reviewed but rejected (does not meet focus of this exercise)
Cahn (2010)	Not able to source copy in time frame for rapid review
Cahn and Gray (2012)	Not able to source copy in time frame for rapid review
Carter et al. (2017)	Not able to source copy in time frame for rapid review

Author	Reason for Exclusion
Choi (2019)	Not able to source copy in time frame for rapid review
Clark and Laing (2018)	Outwith geographical range
Clifton et al. (2013)	Outwith geographical range
Collins and Power (2019)	Outwith geographical range
Cornago (2015)	Alternative conception of co-production
Cornago (2017)	Alternative conception of co-production
Coulson (2007)	Not able to source copy in time frame for rapid review
Czischke (2018)	Outwith geographical range
Davies (2012)	Outwith geographical range
Davoudi (n.d.)	Not able to source copy in time frame for rapid review
de Andrade et al. (2017)	Not able to source copy in time frame for rapid review
Dixon et al. (2019)	Outwith geographical range
Durose et al. (2014)	Reviewed but rejected (does not meet focus of this exercise)
Elliott et al. (2020)	Uncertain geographical range
Eriksson (2019)	Outwith geographical range
Ersoy (2017)	Not able to source copy in time frame for rapid review
Escobar (2020)	Outwith geographical range
Farmer et al. (2012)	Not able to source copy in time frame for rapid review
Farmer et al. (2018)	Outwith geographical range
Farmer et al. (n.d.)	Double entry
Farr et al. (2018)	Outwith geographical range
Fledderus (2015)	Outwith geographical range
Fountain et al. (n.d.)	Double entry
Fox et al. (2018)	Double entry
Gamel (2017)	Outwith geographical range
Gilardi et al. (2016)	Outwith geographical range
Gillen (2009)	Outwith geographical range
Gillespie et al. (2018)	Not able to source copy in time frame for rapid review
Goldstein (2004)	Outwith geographical range
Goulding (2019)	Outwith geographical range
Gravari-Barbas et al. (2016)	Not able to source copy in time frame for rapid review
Gudelis (2014)	Reviewed but rejected (does not meet focus of this exercise)
Hafford-Letchfield and Formos (2016)	Uncertain geographical range
Jackson (2018)	Outwith geographical range
Jaspers (2017)	Outwith geographical range
Jehu (2014)	Outwith geographical range
Jones et al. (2020)	Outwith geographical range
Kettle et al. (2011)	Not able to source copy in time frame for rapid review
Kleinhans (2017)	Not able to source copy in time frame for rapid review
Landi and Russo (2019)	Outwith geographical range
Landi and Russo (2020)	Outwith geographical range

Author	Reason for Exclusion
Latif et al. (2018)	Outwith geographical range
Law (2010)	Not able to source copy in time frame for rapid review
Leach and Turner (2015)	Outwith geographical range
Lim and Moufahim (2011)	Alternative conception of co-production
Locock and Boaz (2019)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler (2018)	Uncertain geographical range
Loeffler (2021b)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler (2021c)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler (2021d)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler and Bovaird (2016)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler and Bovaird (2018)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler and Bovaird (2019)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler and Bovaird (2020)	Reviewed but rejected (does not meet focus of this exercise)
Loeffler and Timm-Arnold (2020)	Outwith geographical range
Loeffler et al. (2013)	Double entry
Loeffler et al. (2013)	Over-arching focus for book
Marks (2008)	Outwith geographical range
Mathias et al. (2020)	Outwith geographical range
McCarry et al. (2018)	Outwith geographical range
McMullin (2018)	Outwith geographical range
McMullin (2019)	Reviewed but rejected (does not meet focus of this exercise)
McMullin (2020)	Outwith geographical range
Mees et al. (2017)	Outwith geographical range
Milton (2020)	Reviewed but rejected (does not meet focus of this exercise)
Moroney (2010)	Outwith geographical range
Munro and Zonouzi (2018)	Outwith geographical range
O'Hare et al. (2016)	Not able to source copy in time frame for rapid review
Páez et al. (2020)	Outwith geographical range
Patel et al. (2019)	Outwith geographical range
Pedersen and Pedersen (2008)	Outwith geographical range
Pennington et al. (2017)	Reviewed but rejected (does not meet focus of this exercise)
Pilgrim (2018)	Outwith geographical range
Prestwood et al. (2017)	Outwith geographical range
Robertson (2002)	Outwith geographical range
Samberg et al. (2014)	Double entry
Sandover (2020)	Outwith geographical range
Sapounda (2020)	Alternative conception of co-production
SCIE (2015)	Reviewed but rejected (does not meet focus of this exercise)
Seal (2018)	Not able to source copy in time frame for rapid review
Segal-Engelchin et al. (2020)	Outwith geographical range
Sheppard et al. (2020)	Outwith geographical range

Author	Reason for Exclusion
Shimpach (2005)	Alternative conception of co-production
Shiue et al. (2014)	Outwith geographical range
Shiue et al. (2014)	Double entry
Smith et al. (2018)	Reviewed but rejected (does not meet focus of this exercise)
Strokosch (2019)	Not able to source copy in time frame for rapid review
Sucker (2012)	Outwith geographical range
Sui et al. (2019)	Alternative conception of co-production
Thomas (2006)	Outwith geographical range
Upham and Tomei (2010)	Outwith geographical range
Upham et al. (2010)	Alternative conception of co-production
van Eijk (2017)	Outwith geographical range
Vanleene and Verschuere (2018)	Reviewed but rejected (does not meet focus of this exercise)
Vincent (2017)	Outwith geographical range
Voorberg (2017)	Outwith geographical range
Welsh (2010)	Outwith geographical range
Williams et al. (2020a)	Outwith geographical range
Williams et al. (2020a)	Reviewed but rejected (does not meet focus of this exercise)
Wilson (1994)	Reviewed but rejected (does not meet focus of this exercise)

A2.4.6 – Data extraction

Data were extracted under each of the Research Question headings. These data are presented in Annexes 6 through 12.

A2.4.7 – Methods to appraise the quality of individual studies

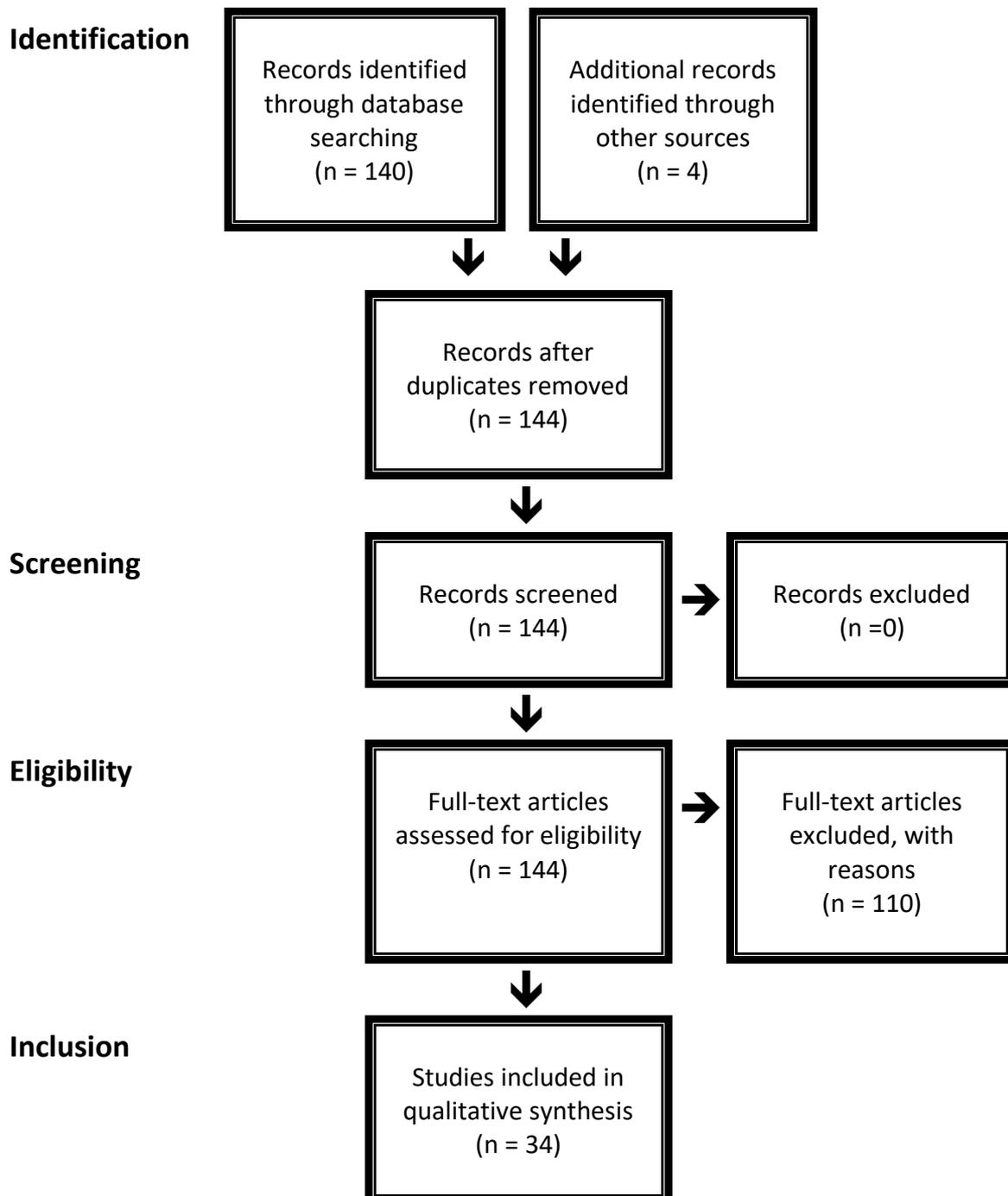
Restricting the scope of the review to the academic literature heightens the likelihood of quality in each paper, as each will have undergone either editorial or full peer review. Nevertheless, we were mindful of the need to appraise quality and not assume quality, and carefully appraised each study on its own merits. We distinguished between *claims* to impact and actual *evidence* of impact. Much of this evidence was qualitative in nature. The criteria used to appraise such evidence included the following:

- Transparency: whether sufficient contextual information was provided to enable appraisal, and whether the means by which evidence was generated was adequately described.
- Sufficiency (volume and range) of sources used to substantiate claims and conclusions.
- Representativeness: whether the population or sample referred to reflected and were relevant to a larger group.
- Authorial intention: whether the objectives of the source and authors' intentions were evident (i.e. to appraise, to promote, to showcase, etc.) and whether these may have influenced findings in any way

A2.4.8 – Synthesis of results

Having presented findings for each of the seven research questions (A2.4.6), we then inductively reviewed evidence to draw summary conclusions.

Annex 3 – Summary of Stages in Search Strategy



Annex 4 – Literature Reviewed

Author	Reference
Bedford (2015)	Bedford, Laura E; (2015) Supporting a co-production approach to improving health: the role of health psychology. <i>Health Psychology Update</i> . Vol. 24: 3-7.
Bone (2013)	Bone, Tony (2013) Reducing crime and improving health in NW Kilmarnock using community assets. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 72-79.
Burns (2013)	Burns, Harry (2013) Assets for health. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 28-33.
Connolly et al. (2020)	Connolly, John, Stephen MacGillivray, Alison Munro, Tamara Mulherin, Julie Anderson, Nicola Gray, and Madalina Toma (2020) <i>How Co-Production and Co-Creation as Understood, Implemented and Sustained as Part of Improvement Programme Delivery Within the Health and Social Care Context in Scotland</i> . Dundee: SISCC.
De Andrade (2016)	De Andrade, Marisa (2016) Tackling health inequalities through asset-based approaches, co-production and empowerment: ticking consultation boxes or meaningful engagement with diverse, disadvantaged communities? <i>Journal of Poverty and Social Justice</i> . Vol. 24: 127-141.
de Andrade and Angelova (2020)	de Andrade, Marisa and Nikolina Angelova (2020) Evaluating and evidencing asset-based approaches and co-production in health inequalities: measuring the unmeasurable? <i>Critical Public Health</i> . Vol. 30: 232-244.
Garven (2013)	Garven, Fiona (2013) Co-producing with communities in Scotland – the potential and the challenges. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 114-119.
Gillespie et al. (2019)	Gillespie, J., E. Magee, A. White and L. Stewart (2019) Eat, play, learn well—a novel approach to co-production and analysis grid for environments linked to obesity to engage local communities in a child healthy weight action plan. <i>Public Health</i> . Vol. 166: 99-107.
Gillick and Ivett (2017)	Gillick, Ambrose and Lee Ivett (2017) Building culture: co-production, context and justice, In <i>Architecture Connects. Association of Architectural Educators 4th International Peer Reviewed Conference, 2017: Proceedings</i> . Edited by Jane Anderson. Oxford: Oxford Brookes University. 183-190.
Graham (2015)	Graham, Hannah (2015) <i>Reproducing Co-production and Upscaling Innovation: The Growth of Forums Supporting Desistance</i> [Online] Coproducing Desistance Blog. Available at: http://www.coproducingdesistance.org.uk/reproducing-coproduction-and-upscaling-innovation-the-growth-of-forums-supporting-desistance-by-hannah-graham (Accessed May 20th).
Hall et al. (2020)	Hall, Jennifer, Sarah Morton, Jessica Hall, David J. Clarke, Claire F. Fitzsimons, Coralie English, Anne Forster, Gillian E. Mead, and Rebecca Lawton (2020) A co-production approach guided by the Behaviour Change Wheel to develop an intervention for reducing sedentary behaviour after stroke. <i>Pilot and Feasibility Studies</i> . Vol. 6: Article 115.
Hanley (2013)	Hanley, O. (2013) Co-Production in Scotland—a network for change. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 12-19.
Heron and Steckley (2020)	Heron, Gavin and Laura Steckley (2020) Digital storytelling using co-production with vulnerable young people. <i>Journal of Social Work</i> . Vol. 20: 411-430.
Hine-Hughes (2013)	Hine-Hughes, Frankie (2013) The Food Train: Supporting older people to eat healthily at home. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 80-89.
Hubbard et al. (2020)	Hubbard, Gill, Catherine Ward Thompson, Robert Locke, Dan Jenkins, Sarah-Anne Munoz, Hugo Van Woerden, Margaret Maxwell, Yaling Yang, and Trish Gorely

	(2020) Co-production of “nature walks for wellbeing” public health intervention for people with severe mental illness: use of theory and practical know-how. <i>BMC Public Health</i> . Vol. 20: Article 428.
Jackson (2012)	Jackson, Andrew (2012) Co-production in Scotland: Two case studies. In <i>Co-production of Health and Social Care: What it is and how to do it.</i> , Edited by Elke Loeffler, Gerry Power, Tony Bovaird and Frankie Hine-Hughes. Birmingham: Governance International. 21-24.
Kapilashrami and Marsden (2018)	Kapilashrami, Anuj and Sara Marsden (2018) Examining intersectional inequalities in access to health (enabling) resources in disadvantaged communities in Scotland: advancing the participatory paradigm. <i>International Journal for Equity in Health</i> . Vol. 17: Article 83.
Lindsay et al. (2018a)	Lindsay, Colin, Sarah Pearson, Elaine Batty, Anne Marie Cullen, and Will Eadson (2018b) Street-level practice and the co-production of third sector-led employability services. <i>Policy & Politics</i> . Vol. 46: 571-587.
Lindsay et al. (2018b)	Lindsay, Colin, Sarah Pearson, Elaine Batty, Anne Marie Cullen, and Will Eadson (2019) Street-level practice, personalisation and co-production in employability: Insights from local services with lone parents. <i>Social Policy and Society</i> . Vol. 18:647-658.
Lindsay et al. (2018c)	Lindsay, Colin, Sarah Pearson, Elaine Batty, Anne Marie Cullen, and Will Eadson (2018a) Co-production and social innovation in street-level employability services: Lessons from services with lone parents in Scotland. <i>International Social Security Review.</i> , Vol. 71. 33-50.
Lindsay et al. (2019)	Lindsay, Colin, Sarah Pearson, Elaine Batty, Anne Marie Cullen, and Will Eadson (2018c) <i>Public Administration</i> , Vol. 96: 318-332.
Loeffler (2021a)	Loeffler, Elke (2021d) Challenges to Effective Co-production of Public Services and Outcomes. In <i>Co-Production of Public Services and Outcomes</i> . Edited by Elke Loeffler. Springer. 247-333.
Mazzei et al. (2019)	Mazzei, Micaela; Simon Teasdale, Francesca Calò and Michael J. Roy (2019) Co-production and the third sector: conceptualising different approaches to service user involvement. <i>Public Management Review</i> . Vol. 22: 1265-1283.
McGeachie and Power (2015)	McGeachie, Mark and Gerry Power , (2015) , <i>Co-production in Scotland: A policy overview</i> [online] Scottish Co-production Network. Available at: http://www.coproductionscotland.org.uk/resources/co-production-in-scotland-a-policy-overview/ . (Accessed May 20 th).
Mulholland (2007)	Mulholland, James (2007) Co-Production through Encouragement: The Braveheart Project. In <i>Co-Production and Personalisation in Social Care: Changing Relationships in the Provision of Social Care</i> , Edited by Susan Hunter and Peter Ritchie. London: Jessica Kingsley Publishers. 39-47.
Munoz et al. (2014)	Munoz, Sarah-Anne, Jane Farmer, Jeni Warburton, and Jenny Hall (2014) Involving rural older people in service co-production: Is there an untapped pool of potential participants? <i>Journal of Rural Studies</i> , Vol. 34: 212-222.
Power (2013)	Power, Gerry (2013) Co-production in Scotland—a policy update. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 34-45.
Rasmussen et al. (2015)	Rasmussen, Janne, Janette Hughes and Alistair Hodgson (2015) Integrated Health and Care in Scotland—the digital link from co-production to policy. <i>International Journal of Integrated Care</i> . Vol. 15: Article 5.
Strokosch (2013)	Strokosch, Kirsty (2013). <i>Understanding the Co-production of Public services: The case of Asylum Seekers in Glasgow</i> . Doctoral Research Thesis, University of Edinburgh.
Strokosch and Osborne (2020)	Strokosch, Kirsty and Stephen P. Osborne (2020) Co-experience, co-production and co-governance: an ecosystem approach to the analysis of value creation. <i>Policy & Politics</i> . Vol. 48: 425-442.
Strokosch and Osborne (2021)	Strokosch, Kirsty and Stephen P. Osborne (2021) Co-production from a Public Service Logic Perspective. In <i>The Palgrave Handbook of Co-Production of Public Services and Outcomes</i> , Edited by E. Loeffler E and T. Bovaird. Palgrave MacMillan. 117-131.
Thompson (2020)	Thompson, Andrew GH (2020) Contextualising co-production and co-governance in the Scottish National Health Service. <i>Journal of Chinese Governance</i> . Vol. 5: 48-67.
Tisdall (2017)	Tisdall, Kay M (2017) Conceptualising children and young people’s participation: Examining vulnerability, social accountability and co-production. <i>The International Journal of Human Rights</i> . Vol. 21: 59-75.

Whoriskey (2013)	Whoriskey, M. (2013) The co-production journey in Scotland. In <i>Co-production of Health and Wellbeing in Scotland</i> . Edited by Elke Loeffler, Gerry Power, Tony Bovaird, and Frankie Hine-Hughes. Birmingham: Governance International. 8-11.
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Annex 5 – Substantive Focus of Literature Reviewed

Author	Reference
Bedford (2015)	Paper to describe an application in community health that was based on co-production. Concentrates on the results of the co-production, rather than the process of co-production.
Bone (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Describes a case study of crime production in a deprived neighbourhood in Kilmarnock
Burns (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Presents co-production as a technique that can promote an asset-based approach to health.
Connolly et al. (2020)	Report for the Scottish Improvement Science Collaborating Centre on how co-production is understood, implemented and sustained in health and social care in Scotland.
De Andrade (2016)	Paper that engages community residents and practitioners with a BME background in one neighbourhood in Edinburgh. It aims to understand how co-production (and asset-based approaches) could be used to engaged with minority ethnic groups.
de Andrade and Angelova (2020)	Paper develops the work of de Andrade (2006). It explores an attempt to evidence the impact of co-production (and asset-based approaches to engagement).
Garven (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Reflection on the challenges of co-production in disadvantaged communities, making reference to two examples.
Gillespie et al. (2019)	Utilising co-production as part of an initiative to promote healthy child weight in two school communities in Dundee
Gillick and Ivett (2017)	Describes co-production of two architectural practices (one in Scotland) which leads to 'better urban space' and 'better architecture'. Primary purpose of the paper is to encourage co-production in architectural education.
Graham (2015)	Commentary on the potential of co-production for crime reduction (desistance). Focus is one the potential for replicating/extending successful practice.
Hall et al. (2020)	Describes a co-production intervention to reduce sedentary behaviour among stroke survivors in two case studies (one in Scotland, in Edinburgh)
Hanley (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Introduces the work of the Scottish Co-Production Network.
Heron and Steckley (2020)	Describes an example of using digital storytelling as part of a co-productive approach to enable accommodated young people to contribute to decision-making forums.
Hine-Hughes (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Presents a case study (The Food Train) with older people in Dumfries and Galloway. Describes the intervention and impact, but does not clarify the nature of the co-production.
Hubbard et al. (2020)	Describes the co-production of nature walks for wellbeing for people with severe mental illness in the Scottish Highlands.
Jackson (2012)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Presents two case studies of what are described as "successful co-production"
Kapilashrami and Marsden (2018)	Participatory action research with disadvantaged communities in Leith, Edinburgh to deepen understanding of intersectional inequalities in access to health.
Lindsay et al. (2018a)	One of a series of papers reporting from a project advocating co-production with lone parents in five localities across the central belt in Scotland, to improve employability support. It is argued that personalization is facilitated through co-production.
Lindsay et al. (2018b)	One of a series of papers reporting from a project advocating co-production with lone parents with 'complex needs' in five localities across the central belt in Scotland, to improve employability support. It is argued that personalization is facilitated through co-production.
Lindsay et al. (2018c)	One of a series of papers reporting from a project advocating co-production with lone parents with 'complex needs' in five localities across the central belt in Scotland,

	to improve employability support. It is argued that personalization is facilitated through co-production.
Lindsay et al. (2019)	One of a series of papers reporting from a project advocating co-production with lone parents with 'complex needs' in five localities across the central belt in Scotland, to improve employability support. It is argued that personalization is facilitated through co-production.
Loeffler (2021a)	Chapter from book, focusing on co-production in health and social care. Refers to a range of examples, some from Scotland (including Aberdeen Health and Social Care Partnership), focusing on the methods used and approaches taken to co-production. Aims to assess the effectiveness of co-production for health, social care and community safety.
Mazzei et al. (2019)	Paper aims to conceptualise co-production in the Third Sector, and questions the effectiveness of the Third Sector as a proxy for lived experience. Strategic Public Social Partnerships in Scotland are used as a case study.
McGeachie and Power (2015)	Paper aims to provide an overview of co-production in Scotland. Focus is on describing the broad policy context that is conducive to co-production in Scotland.
Mulholland (2007)	Paper describes an initiative in Falkirk to help older people with heart disease to live longer and live better.
Munoz et al. (2014)	Paper explores the potential of older citizens in six rural settlements to engage in different levels of participation (co-production). Paper is based on a survey to ascertain potential for co-production.
Power (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Presents co-production as approach that is consistent with the Scottish agenda to transform public services.
Rasmussen et al. (2015)	Conference paper that explores digital work grounded in co-production to facilitate empowerment of people aged over 50, carers and health professionals in addressing wellbeing and health through self-management.
Strokosch (2013)	Doctoral thesis that reviews co-production with asylum seekers in Glasgow, resulting in a typology of different modes of co-production.
Strokosch and Osborne (2020)	Conceptual article that reflects on co-production in the context of the Scottish Social Security Agency. Concerned to view co-production as part of a broader public service ecosystem.
Strokosch and Osborne (2021)	Chapter in a Handbook of co-production that focuses on its conceptualisation from a public service logic perspective
Thompson (2020)	Paper reflects on co-production in the National Health Service in Scotland, drawing on policy documents and examples of co-production. Sets the introduction of co-production in context, arguing the wider political context in Scotland is conducive to co-production.
Tisdall (2017)	Paper reflects on the potential of co-production for realising children's participation in decision-making, focusing in particular on child protection contexts. Draws on three examples from Scotland.
Whoriskey (2013)	Chapter in a report that aims to promote co-production in health and social care in Scotland. Aims to provide an overview of work in Scotland that is shared in the report.

Annex 6 – Evidence for RQ1

RQ1 - To what extent is engagement inclusive and broadly representative of people experiencing in poverty in Scotland?

Author	Reference
Bedford (2015)	Not specified. However, the work was undertaken in one of Scotland's 5% Most Deprived Areas (in South Ayrshire). This 'claim' refers to a datazone, whereas the co-production is described as taking place at the level of a neighbourhood. Participation profile of those engaged in research is provided, but not of those engaged in co-production (existing community neighbourhood group).
Bone (2013)	Not specified. However, the work was undertaken in one of Scotland's 5% Most Deprived Areas (in South Ayrshire). This 'claim' refers to a datazone, whereas the co-production is described as taking place at the level of a neighbourhood. Reference is made to a wide range of individuals by age and interest.
Burns (2013)	No specific details/claims. General references are made to co-production, alluding to the potential of co-production to be inclusive in that it engages service users.
Connolly et al. (2020)	Not the direct purpose of this report. This sought the experiences of those tasked with leading integration within health and social care, seeking their views on co-production (21 interviews across national organisations and eight HSCPs across central and southern Scotland).
De Andrade (2016)	Does not describe the profile of all who were involved in co-production. Engaged 78 persons through community immersion and interviewed 35 from a range of BME backgrounds (including Romanian Roma and Slovakian Roma). Participants were described as having a range of community roles or to be community practitioners.
de Andrade and Angelova (2020)	Does not describe the profile of all who were involved in co-production. Initially, participants as described in de Andrade (2016). The latter stages engaged those from within Roma communities, those in stage 3 self-identifying as 'Gypsies'.
Garven (2013)	No specific details. But notes the potential for community development in Scotland.
Gillespie et al. (2019)	Community profile emphasises the prevailing nature of deprivation in case study communities within the city. Communities were selected on the basis of childhood obesity rates. However, participation was on the basis of 'living, working or feeling associated with the East End' (no profiling of participants).
Gillick and Ivett (2017)	No specific details. However, three case studies are described from what are described as deprived communities in Glasgow.
Graham (2015)	No specific details. Concerned with co-production with ex-offenders.
Hall et al. (2020)	No specific details. Concerned with stroke survivors (seeking diversity among participants). Indeed, the paper concludes that more work is required to engage more disadvantaged citizens in co-productive work.
Hanley (2013)	No specific details. Presented as emanating from Dundee, but reaching out to other areas, and open to all.
Heron and Steckley (2020)	Described as 16–17-year-old accommodated young people (five), all of whom had experience of poverty.

Hine-Hughes (2013)	The project aims to tackle one aspect of food poverty among older people. The aspect that is tackled is 'accessibility', not necessarily limited to those experiencing income poverty.
Hubbard et al. (2020)	No specific details. Of the 17 co-producers, one is described as a 'representative from a mental health user group'
Jackson (2012)	Case Study one: focuses on 'frail and vulnerable old people' using community care in Fife. Case study two: focuses on time banking in Argyll and Bute with older people involved with Voluntary Action.
Kapilashrami and Marsden (2018)	No specific details. However, described as a deprived community. Sought to engage participants who are marginalized in mainstream health policy and planning.
Lindsay et al. (2018a)	No specific details. However, the lone parent population was described as being diverse in terms of age, work status and number of children. On the other hand, all but one was a woman.
Lindsay et al. (2018b)	No specific details. However, the lone parent population was described as being diverse in terms of age, work status and number of children. On the other hand, all but one was a woman.
Lindsay et al. (2018c)	No specific details. However, the lone parent population was described as being diverse in terms of age, work status and number of children. On the other hand, all but one was a woman.
Lindsay et al. (2019)	No specific details. However, the lone parent population was described as being diverse in terms of age, work status and number of children. On the other hand, all but one was a woman.
Loeffler (2021a)	Not the focus of this work.
Mazzei et al. (2019)	Not applicable. This paper is focused on the extent to which Third Sector Organisations are used as proxy for service users. Service users are engaged - formally and informally - to varying degrees
McGeachie and Power (2015)	No specific details.
Mulholland (2007)	Described participants in terms of an average deprivation score, with participants averaging 3.8 on a scale between 1 (most affluent) and 5 (least affluent) - methods for the scale is not explained in the paper. Work is focused on a specific sub-population, supported by others as Mentors from that age group.
Munoz et al. (2014)	Notes that those who are 'well resourced' in terms of personal characteristics are most likely to engage in co-production. Profiled car ownership among participants (among other demographic characteristics).
Power (2013)	No specific details/claims. General references are made to co-production, alluding to the potential of co-production to be inclusive in that it engages service users.
Rasmussen et al. (2015)	No specific details.
Strokosch (2013)	No specific details but refers to engaging 13 asylum seekers from a range of cultural backgrounds, and an even spread by gender.
Strokosch and Osborne (2020)	No specific details. Makes reference to the Lived Experience Panels and Stakeholder Reference Groups that informed service development. Most of the fieldwork for this paper is with service providers
Strokosch and Osborne (2021)	Not the direct purpose of this paper, which is to reflect on co-production at a more abstract level.
Thompson (2020)	No specific details. Refers to some initiatives that seek engagement from all users and others (mini publics) that seek a representative sample of users.
Tisdall (2017)	No specific details. Notes that each initiative involved a limited number of young people, but involved extensive research with other children and young people to ensure 'representativeness'
Whoriskey (2013)	No specific details, but makes reference to co-production in each of Scotland's 32 local authority areas

Annex 7 – Evidence for RQ2

RQ2 - To what ends have people with lived experience of poverty been engaged, i.e. in the development of policy, implementation (service design) and/or enhancement of practice (service delivery)?

Author	Reference
Bedford (2015)	Not specified. However, the work was concerned to better articulate policy priorities and to test two pilot interventions.
Bone (2013)	Not specified. However, the work was primarily concerned to improve services on offer (service design and delivery)
Burns (2013)	Not specified. General reference is made to the potential of co-production to effect improvements in policy, service design and service delivery.
Connolly et al. (2020)	Not specified.
De Andrade (2016)	Not specified directly, but passing reference is made to work on policy, service design and service delivery
de Andrade and Angelova (2020)	The primary focus of this paper is the co-production of a methodological evaluation framework to measure impacts of asset-based approaches on health and inequalities with the 'Roma' community.
Garven (2013)	Not specified. Makes reference to local examples of community engagement and organisation.
Gillespie et al. (2019)	Service design (establishing local priorities)
Gillick and Ivett (2017)	Envisaging area potential as part of the process (a preliminary part of the design process).
Graham (2015)	Not specified. Reference is made to ameliorative and transformative interventions (implying changes in policy, service design and service delivery).
Hall et al. (2020)	Develop of service delivery and behavioural change among participants.
Hanley (2013)	Not specified. General reference is made to the potential of co-production to effect improvements in policy, service design and service delivery.
Heron and Steckley (2020)	Aim is to find ways to involve children in decision-making. Primarily a concern with service delivery.
Hine-Hughes (2013)	Not specified. However, the work is concerned to deliver a service to a vulnerable population.
Hubbard et al. (2020)	Not specified. However, the intervention was concerned with service design and service delivery.
Jackson (2012)	Not specified. Case study one: service delivery. Case study two: wellbeing
Kapilashrami and Marsden (2018)	Aims was to better understand situation in order to thereafter inform policy, service design and service delivery.
Lindsay et al. (2018a)	The co-production is among public and Third Sector organisations designing the service. Personalised work between key workers and lone parents adds another layer of co-production focused on service design and delivery.
Lindsay et al. (2018b)	The co-production is among public and Third Sector organisations designing the service. Personalised work between key workers and lone parents adds another layer of co-production focused on service design and delivery.
Lindsay et al. (2018c)	The co-production is among public and Third Sector organisations designing the service. Personalised work between key workers and lone parents adds another layer of co-production focused on service design and delivery.

Lindsay et al. (2019)	The co-production is among public and Third Sector organisations designing the service. Personalised work between key workers and lone parents adds another layer of co-production focused on service design and delivery.
Loeffler (2021a)	Not the focus of this work.
Mazzei et al. (2019)	Not the focus of this work.
McGeachie and Power (2015)	No specific details.
Mulholland (2007)	Not specified. Mentoring to encourage behavioural change.
Munoz et al. (2014)	Not the focus of paper. Paper was ascertaining potential for co-production.
Power (2013)	Not specified. General reference is made to the potential of co-production to effect improvements on health outcomes.
Rasmussen et al. (2015)	No specific details, although the initiative is concerned with service delivery.
Strokosch (2013)	No specific details, although the work had the potential to shape policy, service design and delivery.
Strokosch and Osborne (2020)	Policy, service design and service delivery for the co-production work that is reviewed.
Strokosch and Osborne (2021)	Not the focus of paper. Paper was conceptualising co-production.
Thompson (2020)	Not specified. General reference is made to the potential of co-production to effect improvements in policy, service design and service delivery.
Tisdall (2017)	Not specified. General reference is made to the potential of co-production to effect improvements in policy, service design and service delivery.
Whoriskey (2013)	Not specified. General reference is made to the potential of co-production to effect improvements in policy, service design and service delivery.

Annex 8 – Evidence for RQ3

RQ3 -How have people with lived experience of poverty been engaged?

Author	Reference
Bedford (2015)	Not specified. It is stated that the work involves co-production with an existing community organisation. Paper concentrates on describing the research and pilot intervention, rather than the co-production.
Bone (2013)	Not specified. However, the work involved participatory gatherings (Listening Events). A Community Catalyst was also employed to support this work.
Burns (2013)	Not specified. No explicit reference to people experiencing poverty
Connolly et al. (2020)	Not the direct purpose of this report. The report is based on a literature review and qualitative interviews with those leading health and social care integration.
De Andrade (2016)	Not specified. However, engagement was described to access particular ethnic groups, conveying a sense that different strategies were required for different populations.
de Andrade and Angelova (2020)	Based on sustained engagement using multiple means over five years with a range of BME communities. The final stage involved the production of an Asset-Based Indicator Framework, developed from participatory workshops, expert interviews and is described as being co-produced with self-identified Gypsies.
Garven (2013)	Not specified, but cautions that there is evidence that middle class communities benefit more from public services, and cautions concern that the same inversion of need to service should not apply in co-production.
Gillespie et al. (2019)	Focus group discussions with parents (24) and workers (15). Two 'prioritization' events, one in each school (87 and 59 participants). Follow-on community conversations.
Gillick and Ivett (2017)	Case study one: Participatory engagement, involving creative exercises that were accessible to engage on an informal basis, written responses, and community talks. Case study two: collaborative art project. Case study three: Test unit, which focuses of rapid prototyping exercises.
Graham (2015)	Not specified. Reference is made to two case studies of transformative work, without detailing how people are engaged.
Hall et al. (2020)	Five co-production workshops involving stroke survivors (14) and a series of stakeholders (29). Using Behavioural Change Wheel Framework, with iterative analysis between workshops.
Hanley (2013)	Not specified.
Heron and Steckley (2020)	Not specified. Five young people participated in a four-day retreat with the loose objective of creating one digital story at the end of the retreat. Four adults participated. The young people were interviewed about their experiences thereafter (semi-structured interviews) and took part in a focus group.
Hine-Hughes (2013)	Not specified. No explicit reference to people experiencing poverty
Hubbard et al. (2020)	Not specified. The majority of participants were providers, rather than potential service users.
Jackson (2012)	Not specified. More generally, case study one: one-to-one interaction to design a bespoke care package. Case study two: engagement through Voluntary organisation

Kapilashrami and Marsden (2018)	Not specified. Users were engaged separately from providers - more participatory, than co-production in character. Fieldwork involved multiple approaches, including interviews, focus groups, mapping, spider diagrams and photovoice.
Lindsay et al. (2018a)	Engaged with local key workers to agree personalised interventions.
Lindsay et al. (2018b)	Engaged with local key workers to agree personalised interventions.
Lindsay et al. (2018c)	Engaged with local key workers to agree personalised interventions.
Lindsay et al. (2019)	Engaged with local key workers to agree personalised interventions.
Loeffler (2021a)	Observes that co-production tends to be limited to when treatment is required in health. Observes that co-production in social care is primarily focused on problem treatment (and rehabilitation).
Mazzei et al. (2019)	Not the focus of this work.
McGeachie and Power (2015)	Not the focus of this work.
Mulholland (2007)	Not specified. More generally, mentoring groups bring together health professionals and participants.
Munoz et al. (2014)	Not specified (the participation rate of those with lived experience of poverty was not profiled).
Power (2013)	Not specified. No explicit reference to people experiencing poverty.
Rasmussen et al. (2015)	Not specified. More generally, reference is made to co-production comprising workshops and 'extensive and continuous' community engagement events.
Strokosch (2013)	Not specified. More generally, reference is made to a range of evidence, including interviews with 13 asylum seekers, observations, document analysis and case analysis.
Strokosch and Osborne (2020)	No specific details. Draws strong conclusions from the operations of a Stakeholder Reference Group, but most of the fieldwork is with service providers.
Strokosch and Osborne (2021)	Not the focus of paper. Paper was conceptualising co-production.
Thompson (2020)	Not specified. No explicit reference to people experiencing poverty.
Tisdall (2017)	Not specified. However, work was described as peer research in which young people-led research was facilitated and supported by adults.
Whoriskey (2013)	Not specified. No explicit reference to people experiencing poverty.

Annex 9 – Evidence for RQ4

RQ4 - What claims of positive impact are made on the basis of engaging people with lived experience of poverty? Is the positive impact claimed on policy, practice, or participants?

Author	Reference
Bedford (2015)	The paper alludes to positive impact on defining policy priority and understanding of the nature of 'the local health problem'.
Bone (2013)	The paper refers to positive impact on practice and benefits to participants (physical and mental health).
Burns (2013)	No specific evidence. Asserts positive impact on policy and practice, and therefore people (as service users). Presented as a means of transforming service delivery.
Connolly et al. (2020)	Considered perceived impacts on service improvements and service design.
De Andrade (2016)	No specific evidence. The paper concentrates on the challenges of co-production.
de Andrade and Angelova (2020)	Evaluation of approaches to policy and community engagement using the Asset-Based Indicator Framework.
Garven (2013)	No specific evidence on the co-production. However, notes positive outcomes of community organisation and engagement.
Gillespie et al. (2019)	Presents the end result - framework for action - as evidence of positive impact on policy.
Gillick and Ivett (2017)	Asserts primary gain is for participants (empowerment and engendering confidence).
Graham (2015)	Asserts potential for life-changing outcomes (desisting from crime).
Hall et al. (2020)	Sought and identified changes of behaviour (participants) and practice (practitioners). Survey evidence is presented that reports positive feedback on co-production process.
Hanley (2013)	No specific evidence. Asserts positive impact on policy and practice (for users and providers).
Heron and Steckley (2020)	Draw on testimony to claim that young people were better placed to articulate their views after the process.
Hine-Hughes (2013)	No specific evidence on the co-production. However, a range of quantitative evidence is presented to evidence the impact on service users.
Hubbard et al. (2020)	No specific evidence. Notes that engaging service users is reported in other studies to be expensive and time-consuming.
Jackson (2012)	Case study one: project in progress. Anticipated outcomes in terms of improved wellbeing on participants (co-producers) and reduce demand for acute services. Case study two: improved wellbeing, leading to reduced demand for acute services.
Kapilashrami and Marsden (2018)	Enriched understanding of what promotes 'healthful living', noting that there are differences in what is valued by people at 'different social locations'.
Lindsay et al. (2018a)	Effective co-production leads to better services, enabling policy makers to deliver on targets.
Lindsay et al. (2018b)	Effective co-production leads to better services, enabling policy makers to deliver on targets.
Lindsay et al. (2018c)	Effective co-production leads to better services, enabling policy makers to deliver on targets.
Lindsay et al. (2019)	Enhanced feelings of empowerment among service users. Alternatives to punitive work-activation employability strategies exist.

Loeffler (2021a)	Not the focus of this work.
Mazzei et al. (2019)	Not the focus of this work.
McGeachie and Power (2015)	Not the focus of this work.
Mulholland (2007)	No specific evidence. Asserts positive impact on behaviour of participants.
Munoz et al. (2014)	Not the focus of this work.
Power (2013)	Acknowledges claims of impact (on wellbeing and financial situation) but does not clarify whether this is on those involved in co-production or as a result of the co-production.
Rasmussen et al. (2015)	No direct reference to the process of co-production, but the positive impact of the result of co-production is asserted in terms of improved service (improved ability to self-manage).
Strokosch (2013)	Claims that co-production can have a positive impact of the lives of participating co-producers (particularly with regard to integration of asylum seekers). It was understood to confer a sense of citizenship (even though that legal status had not been conferred).
Strokosch and Osborne (2020)	General claim that combining 'lived experience' with 'expertise' facilitates value creation.
Strokosch and Osborne (2021)	Not the focus of paper. Paper was conceptualising co-production.
Thompson (2020)	Asserts co-production has led to changes in policy direction and has potential to effect change in service delivery and practice. No reference to potential benefits for participants in co-production.
Tisdall (2017)	Asserts 'dramatic' policy success on account of this co-production. Asserts children gained in skills and confidence.
Whoriskey (2013)	No specific evidence. Asserts positive impact on policy and practice (for users and providers). Presented as a means of transforming service delivery.

Annex 10 – Evidence for RQ5

RQ5 - What evidence is presented to support any claims of positive impact?

Author	Reference
Bedford (2015)	No evidence presented of impact of co-production (or impact of intervention).
Bone (2013)	Survey evidence that confidence in the police service increased. Residents were more likely to report crimes that previously were under-reported.
Burns (2013)	No evidence presented.
Connolly et al. (2020)	Expert testimony from service leaders and managers, with reference to specific examples. A lack of evaluation of impact is noted.
De Andrade (2016)	Testimony of experience from those engaged in co-production and/or aware of co-production.
de Andrade and Angelova (2020)	Author description of the utility of the Asset-Based Indicator Framework.
Garven (2013)	No evidence presented on the impact of co-production. Makes reference to successful case study example of community organisation.
Gillespie et al. (2019)	Framework for evaluation was established with short-, medium- and long-term outcomes. Evaluation is focused on health outcome (healthy child weight) and not co-production per se.
Gillick and Ivett (2017)	Describes positive impact for participants.
Graham (2015)	General reference to desisting as an outcome of co-production work in this field.
Hall et al. (2020)	34 behaviour change techniques identified.
Hanley (2013)	Testimony from service leaders.
Heron and Steckley (2020)	Authors' interpretation of young people's experiences.
Hine-Hughes (2013)	No evidence presented on the impact of co-production. Extensive evidence presented on the impact of the intervention (economic value, social value, impact of volunteers, impact on service users).
Hubbard et al. (2020)	Describes the successful outcome (design of programme).
Jackson (2012)	Case study one: Not applicable. Project in progress. Case study two: Narrative, case study experiences.
Kapilashrami and Marsden (2018)	Testimony of participants and mapping outputs.
Lindsay et al. (2018a)	Testimony of participants and service providers.
Lindsay et al. (2018b)	Testimony of participants and service providers.
Lindsay et al. (2018c)	Testimony of participants and service providers.
Lindsay et al. (2019)	Testimony of participants and service providers.
Loeffler (2021a)	Observes limited evidence of impact of co-production on health outcomes. Draws on some survey evidence with regards to social care. Asserts the need for more quantitative evidence for restorative justice work. Observes a more limited range of co-production activities in community safety.
Mazzei et al. (2019)	Not the focus of this work.
McGeachie and Power (2015)	Not the focus of this work.
Mulholland (2007)	Randomised control trial. Quantitative evidence that after one year, those involved were walking more eating less fat and needing fewer outpatient appointments, compared to the control group. Evidence focused on outcomes of intervention, rather than the direct experience of co-production.

Munoz et al. (2014)	Not the focus of this work.
Power (2013)	Asserts that claims of impact on health are 'mainly qualitative' and that there are difficulties in making precise connections between cause and effect.
Rasmussen et al. (2015)	Author assertion.
Strokosch (2013)	Interview extracts and author interpretations.
Strokosch and Osborne (2020)	Interview extracts (limited) and author interpretations.
Strokosch and Osborne (2021)	Not the focus of paper. Paper was conceptualising co-production.
Thompson (2020)	Describes implementation of change following citizens juries.
Tisdall (2017)	No evidence presented.
Whoriskey (2013)	No evidence presented.

Annex 11 – Evidence for RQ6

RQ6 - What learning can be gleaned from accounts of the process of engaging people with lived experience of poverty?

Author	Reference
Bedford (2015)	Not specified for lived experience of poverty, specifically. More generally, the paper only states that co-producers were accessed through existing community neighbourhood groups.
Bone (2013)	Not specified for lived experience of poverty, specifically. More generally, from general comment on co-production, it is concluded that: rust can be developed through community interaction; and community catalysts can inspire community-led initiatives.
Burns (2013)	No accounts of engagement.
Connolly et al. (2020)	Perception of difficulty in reaching out in 'deprived areas' and with 'hard to reach' groups.
De Andrade (2016)	No direct reference to those with lived experience of poverty. More generally, conveys a sense that rhetoric does not always manifest itself in reality. Participants are wary that co-production is driven by organisational goals, rather than genuine concern for well-being. Trust needs to be cultivated, and this is achieved through long-term engagement. Sense that communities are being bombarded by those seeking their 'engagement'. Intensive engagement - even over relatively short periods of six months - can yield positive engagement, even with so-called hard-to-reach communities. Creative and non-threatening mediums provide the means for community members to engage in co-production.
de Andrade and Angelova (2020)	No direct reference to those with lived experience of poverty. More generally, co-production can deliver health outcomes and co-production can be used to develop measurement frameworks. Cautions on the wider purpose and impact of co-production, acknowledging the wider structural inequalities that exist. Cautions on the notion of 'scaling up' and replicating co-production, given the primary gains are context-bound and particular to the groups who are engaged.
Garven (2013)	No accounts of engagement.
Gillespie et al. (2019)	Not specified for lived experience of poverty, specifically. More generally, localized action plans can be developed using co-production.
Gillick and Ivett (2017)	Not specified for lived experience of poverty, specifically. More generally, interview-based engagements are less successful than creative approaches.
Graham (2015)	Not specified for lived experience of poverty, specifically. More generally, trust is essential. Much co-production focuses on amelioration, rather than transformation. Presents a balanced account of the implications on those desisting and involved in early interventions, when they are replicated/extended.
Hall et al. (2020)	Not specified for lived experience of poverty, specifically. More generally, notes that time must be invested to build up trust among participants.
Hanley (2013)	Not specified.
Heron and Steckley (2020)	Not specified for lived experience of poverty, specifically. More generally, the method (digital storytelling in a co-productive context) may prepare young people for contributing to decision-making forums. Co-production (through digital storytelling) can lead to solutions to problems that young people struggled to identify.

Hine-Hughes (2013)	No accounts of engagement.
Hubbard et al. (2020)	Not specified for lived experience of poverty, specifically. More generally, asserts the value of making explicit the process of intervention development (presenting this as an exemplar of transparency). Suggests that a rapid development of an intervention by a small group of key stakeholders with small-scale evaluation would be prudent before extensive stakeholder engagement.
Jackson (2012)	Case study one: No specific details provided, other than a description of an engagement between service user and providers. Case study two: facilitating interaction with community members can be inspiring for those involved.
Kapilashrami and Marsden (2018)	Reaching the most marginalised is possible but required careful consideration of ethics and adaptation of methods. Collaborating with community partners was key for researchers reaching out to the most marginalised. More generally, reference was made to the importance of building trust. Although time-bound work is acknowledged as a weakness, this work is described as having led informed longer-term processes.
Lindsay et al. (2018a)	Co-governance and co-management facilitate co-production. Proximity of all stakeholders at the local level facilitates success. Programmes need to be sufficiently well resourced in order to be successful. Cautionary note on the limits of replication based on a 'what works' elsewhere ethos.
Lindsay et al. (2018b)	Flexible funding arrangements facilitate success. Co-governance and co-management facilitate co-production. Proximity of all stakeholders at the local level facilitates success. Programmes need to be sufficiently well resourced in order to be successful. Cautionary note on the limits of replication based on a 'what works' elsewhere ethos.
Lindsay et al. (2018c)	Co-governance and co-management facilitate co-production. Proximity of all stakeholders at the local level facilitates success. Programmes need to be sufficiently well resourced in order to be successful. Cautionary note on the limits of replication based on a 'what works' elsewhere ethos.
Lindsay et al. (2019)	Working within an asset-based framework is conducive to successful co-production.
Loeffler (2021a)	No accounts of engagement. More generally, need to address 'health literacy' and medical discourse in order to facilitate co-production in health. Need to acknowledge the limitations of small-scale and time-limited interventions in social care. Placing children at the heart of decision-making is reported to be challenging for other family members and social workers.
Mazzei et al. (2019)	Developed a typology, which suggests organisations vary according to engagement and inclusion of service users. Membership organisations are contrasted with charitable organisations in the extent to which they involve and are able to represent service users
McGeachie and Power (2015)	Not specified (not the focus of this work)
Mulholland (2007)	No accounts of engagement. More generally, the value of working with mentors who share similar experiences is acknowledged.
Munoz et al. (2014)	Different patterns across remote and rural areas suggests that different strategies are required in different contexts. Notes high levels of participation by older citizens in rural areas, but that more intensive participation is skewed toward those with more social capital. Not explicitly stated, but implies that those experiencing income poverty are not currently as fully engaged in co-production activities.
Power (2013)	No accounts of engagement.
Rasmussen et al. (2015)	No accounts of engagement.
Strokosch (2013)	Critical to the success of co-production was the willingness of public service front line providers and managers to engage. Trust was considered fundamental

Strokosch and Osborne (2020)	No direct reference to those with lived experience of poverty. More generally, need for goals of participants to be aligned; consideration should be given to related services that impact upon the services that are the focus of the co-production; need to be more outward-looking in drawing in pertinent evidence from outwith; and cultural transformation (with longer term goal orientation) is required to maximise return on what co-production offers.
Strokosch and Osborne (2021)	Cautions concern that co-production is constrained by the preponderance of power resting with public officials. Also cautions that there is a need to recognise the co-production can 'destroy value' as well as create it.
Thompson (2020)	No accounts of engagement.
Tisdall (2017)	No direct reference to those with lived experience of poverty. Young people reported success on account of directly engaging with decision-makers (rather than intermediaries). Positioning children as experts and creators of knowledge. Acknowledges that co-production works within system, which may not be conducive to more radical change.
Whoriskey (2013)	No accounts of engagement.

Annex 12 – Evidence for RQ7

RQ7 - What 'best practice' guidance has been offered to engage people with lived experience of poverty?

Author	Reference
Bedford (2015)	Not specified.
Bone (2013)	Not specified.
Burns (2013)	Makes reference to key literature, but does not make specific reference to good/best practice.
Connolly et al. (2020)	Not the purpose of the report, although noted that those who do not evaluate were less certain about evaluation support that was available to support this work. Call was made for stronger national direction/promotion of co-production - which could also imply an encouragement to make greater use of 'best practice' guidance.
De Andrade (2016)	The CHOICE framework can be used to canvass experiences of those who have experience of co-production.
de Andrade and Angelova (2020)	Not specified. Indeed, cautions the utility of 'top down' guidance (without specifically referring to co-production guidance). Asserts the need for creative engagement and strong inter-personal bases for co-productive work.
Garven (2013)	Co-production needs prior investment in community-building and community capability. Co-production needs to recognise the existing assets and seek to complement them. Public bodies need to acknowledge the vulnerability of community organisations (particularly in relation to short-term funding) - community partners need to be sustained for co-production.
Gillespie et al. (2019)	No reference to wider frameworks to promote co-production, but presents the methods used in this study as an exemplar for delivering 'real-life public health practice'.
Gillick and Ivett (2017)	Not specified.
Graham (2015)	Not specified.
Hall et al. (2020)	Not specified for co-production. The work was guided by the BCW framework for developing interventions.
Hanley (2013)	Not specified.
Heron and Steckley (2020)	Not specified.
Hine-Hughes (2013)	Not specified.
Hubbard et al. (2020)	Not specified for co-production. The work was Medical Research Council guidelines for the development of complex interventions.
Jackson (2012)	Not specified.
Kapilashrami and Marsden (2018)	Not specified.
Lindsay et al. (2018a)	Not specified.
Lindsay et al. (2018b)	Not specified.
Lindsay et al. (2018c)	Not specified.
Lindsay et al. (2019)	Not specified.
Loeffler (2021a)	Makes reference to the Experience-based Co-design that has been applied in health. Presents a pathways-to-outcomes model for restorative justice.
Mazzei et al. (2019)	Not specified.
McGeachie and Power (2015)	Not specified.

Mulholland (2007)	Not specified.
Munoz et al. (2014)	Not specified. However, presents a participation continuum to distinguish more involved participation (co-production) from other modes of participation.
Power (2013)	Recommends that contribution analysis is used to reflect on impact.
Rasmussen et al. (2015)	Not specified.
Strokosch (2013)	Not specified. However, offers two different frameworks to appraise co-production (one for individual level and one for organisational level).
Strokosch and Osborne (2020)	Not specified.
Strokosch and Osborne (2021)	Not specified.
Thompson (2020)	Not specified.
Tisdall (2017)	Not specified.
Whoriskey (2013)	Makes reference to Midlothian Council using the Governance International Co-production Toolkit.