

**Case study**

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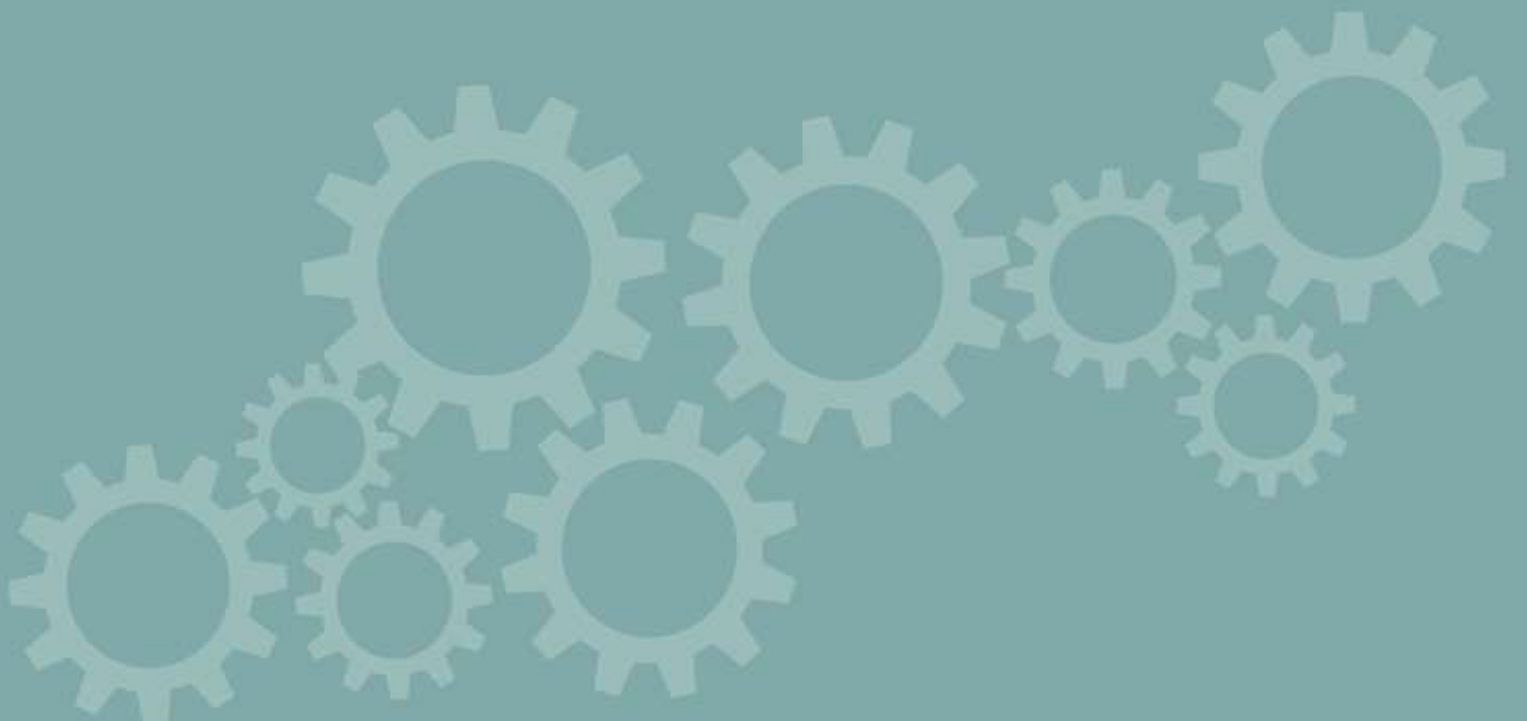
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**The Operation Modulus Approach:  
further lessons for public service reform**

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What Works Scotland



**What Works Scotland** (WWS) aims to improve the way local areas in Scotland use evidence to make decisions about public service development and reform.

We are working with Community Planning Partnerships involved in the design and delivery of public services (Aberdeenshire, Fife, Glasgow and West Dunbartonshire) to:

- learn what is and what isn't working in their local area
- encourage collaborative learning with a range of local authority, business, public sector and community partners
- better understand what effective policy interventions and effective services look like
- promote the use of evidence in planning and service delivery
- help organisations get the skills and knowledge they need to use and interpret evidence
- create case studies for wider sharing and sustainability

A further nine areas are working with us to enhance learning, comparison and sharing. We link with international partners to effectively compare how public services are delivered here in Scotland and elsewhere. We also scale up and share more widely with all local authority areas across Scotland.

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- Improvement Service
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- IRISS (Institution for Research and Innovation in Social Services)
- NHS Education for Scotland
- NHS Health Scotland
- NHS Health Improvement for Scotland
- Scottish Community Development Centre
- SCVO (Scottish Council for Voluntary Organisations)

This is one of a series of papers published by What Works Scotland to share evidence, learning and ideas about public service reform. This paper relates to the What Works Scotland Partnership and Community Engagement workstreams.

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The authors hold responsibility for the final interpretation of data and any errors of fact.

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## Executive summary

This research builds on the original case study of Operation Modulus, a successful violence and anti-social behaviour intervention targeted at a gang of young people in the Gorbals area of Glasgow<sup>1</sup>. The first case study demonstrated how this success was founded on an ethos of co-production with the young people, partnership working across organisations, collaborative leadership and a unified focus on outcomes. In this case study, we examine how the approach and learning from the original Operation Modulus has been spread to two additional communities in Glasgow: Castlefern (bringing together the communities of Castlemilk and Fernhill) and Govan.

The goal of both reports is not to focus on how best to tackle issues related to young people and crime but rather to show how the principles of public service reform as highlighted by the Christie Commission (2011) can be operationalised. The Christie Commission has framed the agenda for public service reform in Scotland, articulated as four key pillars - people, partnership, prevention and performance - plus a series of principles including asset-based working and co-production.

Operation Modulus is an exemplar of public service reform, demonstrating what it means for public services in Scotland to put Christie into practice.

The research for this case study was conducted through interviews with key public service partners involved in both new adaptations of the Operation Modulus approach, and with young people who participated in the Govan programme. In both examples highlighted in this report, successful outcomes were achieved. For example, in Govan six out of seven young people secured permanent employment.

The two examples reaffirm the key learnings from the first case study and provide additional insights. We identify five distinct characteristics of the Operation Modulus approach: targeted recruitment, co-production, active and flexible partnership, engaged delivery and multi-level outcomes, underpinned by a shared commitment to working with the assets of the beneficiary group.

We also identify seven wider insights into public service reform in practice. These are applicable to practitioners in the public or third sectors, and policymakers across the public services:

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1 Brunner, R. and Watson, N. 2016. Operation Modulus: putting Christie into practice in Gorbals. What Works Scotland. At: <http://whatworksscotland.ac.uk/publications/operation-modulus-putting-christie-into-practice-in-the-gorbals/> Accessed 20.02.2018

## 1 Co-production requires time, focus, flexibility and targeted coordination of existing resources

We found that the additional time and the more organic approach pursued in Govan led to stronger co-production and better outcomes when compared to Castlefern, which was limited by being linked to the deadline of the forthcoming 2014 Commonwealth Games. Redirection of resources in Govan was also a key success factor in enabling co-production with the young people to be seen through.

**Learning:** Time is important, particularly in the development of the partnership, the programme offering and facilitating a co-productive approach. Where there are fewer constraints on time, these features can evolve in an organic way. Co-producing initiatives requires organisational commitment, the ability to be flexible, and re-directing resources. Existing programme resources, most significantly staff time, can be used effectively through partnership working.

## 2 A shared commitment to work with the beneficiary group as asset-holders requires individual leadership and commitment

Unlike the first Operation Modulus in Gorbals where a strong facilitative leadership role was needed to bring partners together and maintain engagement, in Castlefern and Govan individual leadership and commitment by partners through the course of the programmes was more important.

**Learning:** The leadership and commitment of individual professionals within organisations and in a partnership are vital. Across public and third sector organisations, the ethos and commitment of practitioners to working with the beneficiary group as asset-holders significantly contributes to programme success and is necessary for successful co-production.

## 3 The provision of desired and meaningful opportunities maximises the success

In Govan the young people were able to get work experience with one of the Operation Modulus partners. This resulted in employment and gaining a steady income.

**Learning:** Key to the success of public service reform initiatives is the ability of partners to be able to offer meaningful opportunities to the beneficiary group. A partner that can provide opportunities for employment in a supportive environment is a strong asset in public service reform.

## 4 Co-production builds trust and can lay the groundwork for prevention

In Govan in particular, the success of the co-production approach built the groundwork for a preventative approach by developing work with the next generation.

**Learning:** Co-production demonstrates trust which in turn builds the confidence of participants in a programme. Co-production takes time; it is an iterative process, not a transaction. A strong co-production approach to programme development has the potential to sow the seeds for further preventative work in a community.

## 5 An anchor organisation can help to maximise impact

In Govan an anchor organisation led the Operation Modulus process. A key advantage of this was wider and longer-term impact.

**Learning:** A place-based, community organisation – an anchor organisation - can successfully host public service reform initiatives. An anchor organisation can build on local programme success to develop further initiatives, including prevention-based approaches.

## 6 Leadership may come from outside traditional public services

Leadership came from both the public sector and the third sector. This contrasts with the emphasis of the Christie Commission who envisaged reform as being rooted in public statutory services.

**Learning:** Third sector organisations can provide leadership in driving public service reform; leadership does not have to come from within the public sector. Leadership on co-productive initiatives can come from organisations outside of the service normally associated with the beneficiary group.

## 7 Mechanisms are needed to share learning across communities

We found that in both Govan and Castlefern connections to community planning structures or processes were very weak, leaving a strategic learning gap.

**Learning:** Initiatives such as Operation Modulus are an example of public service reform in action. There is great potential for communities and public service areas to learn from other examples of public service reform in action. A strategy and relevant mechanisms need to be in place to facilitate this learning.

Operation Modulus provides a clear, successful and practical approach to designing services for and with the community. The approach and its underlying philosophy is an exemplar of public service reform in practice, benefiting the whole community. Key to its success is the process of co-production and an underlying commitment to working with the assets of the beneficiary group.

The success of Operation Modulus as an approach provides learning for statutory services and third sector organisations working collaboratively and co-productively in line with the principles of Christie (2011). It also indicates the potential for prevention in public service reform.

This case study is also important because it examines how co-production can be spread, beyond the original programme in Gorbals. We demonstrate that spread of co-production is about adapting *the process and the approach* as opposed to *replicating a programme*.

Whilst Operation Modulus has a focus on reducing youth crime, we believe the approach has the potential to be adapted in numerous community contexts and by multiple public services and agencies.

# 1. Setting the context

## 1.1 Operation Modulus - Gorbals

The original Operation Modulus (OM) was an award-winning partnership-based crime reduction intervention focusing on a gang of teenage boys in Gorbals, Glasgow in 2013-14. The OM approach garnered much interest because of its strong success, which was credited to effective leadership, sustained partnership working, co-production and an outcomes focus. While OM was not intentionally designed with the Christie Commission principles as a guide, it became an exemplar of those principles in practice.

In 2016 What Works Scotland published a case study<sup>2</sup> of OM which confirmed the centrality of three of the Christie pillars: partnership, co-production (people) and an outcomes focus (performance). Additionally, it highlighted the important role of leadership and leadership style, areas not explicitly promoted in Christie.

## 1.2 The Christie Commission

The Christie Commission (2011)<sup>3</sup> has set the agenda for public service reform in Scotland and articulated four key pillars:

- public services are built around *people* and communities - their needs, aspirations, capacities and skills - and work to build their autonomy and resilience
- public service organisations work effectively in *partnership* to achieve outcomes by delivering integrated services which help to secure improvements in the quality of life and the social and economic wellbeing of people and communities
- public service organisations prioritise *prevention*, reduce inequalities and promote equality
- all public services constantly seek to improve *performance* and reduce costs, and are open, transparent and accountable (2011, p.72)

Christie suggests that implementing and operationalising these elements involves the deployment of a range of different concepts and methods of working including:

- asset based approaches
- co-production
- partnership
- preventative spending<sup>4</sup>

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2 Brunner, R. and Watson, N. 2016. Operation Modulus: putting Christie into practice in Gorbals. What Works Scotland. <http://whatworksscotland.ac.uk/publications/operation-modulus-putting-christie-into-practice-in-the-gorbals/> Accessed 20.02.2018.

3 Christie Commission, 2011. Report of the Future Delivery of Public Services by the Commission chaired by Dr Campbell Christie. <http://www.gov.scot/Resource/Doc/352649/0118638.pdf> Accessed 20.02.2018. Published at <http://www.gov.scot/Publications/2011/06/27154527/0>



The importance of place and the development of locally designed services facilitated by Community Planning Partnership processes is also a central theme:

*“...public service organisations work to extend and deepen a local partnership approach, building on, but going well beyond the current community planning partnership model”*

Christie Commission, 2011, p.45

This has been further emphasised by the *Community Empowerment Act (2015)*.<sup>5</sup> The table below outlines the Christie Commission’s principles and objectives and how these have been taken up by the Scottish Government as the “four pillars of public service reform”.<sup>6</sup>

Key principles (Christie, 2011, p.VI)	Key objectives (Christie, 2011, p.72-74)	Four pillars of Scottish Government public service reform
Reforms must aim to empower individuals and communities receiving public services by involving them in the design and delivery of the services they use	<b>Public services are built around people and communities</b> , their needs, aspirations, capacities and skills, and work to build up their autonomy and resilience	People <input type="checkbox"/> Public sector workers <input type="checkbox"/> People and communities
Public service providers must be required to work much more closely in partnership, to integrate service provision and thus improve the outcomes they achieve	Public service organisations <b>work together effectively to achieve outcomes</b> – specifically, by delivering integrated services which help to secure improvements in the quality of life, and the social and economic wellbeing, of the people and communities of Scotland	Partnership
We must prioritise expenditure on public services which prevent negative outcomes from arising	Public service organisations <b>prioritise prevention, reduce inequalities and promote equality</b>	Prevention

4 E.g. Christie Commission, 2011, pp.28-30; 35-36; 42-45; 54-55 respectively.

5 Scottish Government. 2015. Community Empowerment Act. Edinburgh: Scottish Government.  
[http://www.legislation.gov.uk/asp/2015/6/pdfs/asp\\_20150006\\_en.pdf](http://www.legislation.gov.uk/asp/2015/6/pdfs/asp_20150006_en.pdf) Accessed 12.07.2017 Published at  
<http://www.legislation.gov.uk/asp/2015/6/contents>

6 Scottish Government, 2011. Renewing Scotland’s Public Services: Priorities for Reform in Response to the Christie Commission. <http://www.gov.scot/Publications/2011/09/21104740/0> Accessed 20.02.2018.

Key principles (Christie, 2011, p.VI)	Key objectives (Christie, 2011, p.72-74)	Four pillars of Scottish Government public service reform
And our whole system of public services – public, third and private sectors – must become more efficient by reducing duplication and sharing services wherever possible	All public services constantly seek to <b>improve performance</b> and reduce costs, and are open, transparent and accountable	Performance

### 1.3 Original Operation Modulus case study - Gorbals

The first case study, published in March 2016, highlighted the strengths of the Operation Modulus approach and its wider lessons for public service reform.

The report identified four elements that were central to the programme’s success:

#### **Leadership to instigate the partnership, and a collaborative leadership style to enable the partners to work successfully together**

- The most effective leader for a partnership intervention may come from outside the traditional ‘lead agency’.
- Occupational jurisdictions may be challenged in innovative partnerships.
- Collaborative leadership supports partners to sustain their partnership work.

#### **Sustained partnership working**

- Partnership working takes time to plan and work through differing traditions.
- Partnerships are dynamic; as programmes unfold, some partners drop out and new partners join in.
- Each specialisation in a successful partnership is needed.
- Getting the private sector engaged with partnerships is a big challenge.

#### **Co-producing the programme with the young people and treating the young people as holding assets**

- Co-production is compatible with nurturing responsibility and so helps with the sustainability of interventions.
- Asset-based working<sup>7</sup> helps to develop alternatives that are meaningful to people, supporting them to improve their circumstances.

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<sup>7</sup> The Scottish Community Development Centre defines asset based approaches as “facilitating people and communities to come together to achieve positive change using their own knowledge, skills and lived experience of the issues they encounter in their own lives.” See <http://www.scdc.org.uk/what/assets-scotland/> Accessed 17.10.2017

## A focus on outcomes

- Focusing on outcomes can both challenge and unify a partnership.
- In order for people to be able to actualise change, public services need to actively facilitate meaningful alternatives to people's current circumstances.
- Focusing on improving outcomes for some members of a community can benefit all members of a community.

## 1.4 Spreading the Operation Modulus approach

In this case study we examine how the approach and learning from the original Operation Modulus has been spread to tackle crime and anti-social behavior amongst young people in two additional areas in Glasgow: Castlefern (bringing together the communities of Castlemilk and Fernhill) and Govan.

The focus of this case study is on demonstrating how co-produced services can be effectively adapted in programmes from one locality to another.<sup>8</sup>

We identify five distinct characteristics of the OM approach - targeted recruitment, co-production, active and flexible partnership, engaged delivery and multi-level outcomes, underpinned by partner commitment to the beneficiary group as asset-holders.

The two examples reaffirm the lessons for public service reform from the first case study, and provide additional insights about the OM approach, in particular foregrounding the principle of co-production.

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<sup>8</sup> For a discussion of evidence on 'scaling-up' and adaptation see Shiell-Davis, K. 2015. Scaling-up Innovations. What Works Scotland. <http://whatworksscotland.ac.uk/publications/scaling-up-innovations/> Accessed 20.02.18

## 2. Introduction to the report

### Structure of the report

The report begins with a brief description of the characteristics of the Operation Modulus (OM) approach and its philosophical underpinning. An overview is then provided of how OM evolved in Castlefern and Govan. Given the multi-level outcomes that were achieved in Govan, a more extensive analysis is provided about the impact of OM across the whole community, the learning from Govan about prevention and the role of anchor organisations in public service reform.

The next section draws out five core characteristics of the OM approach. The final section considers the wider learnings for public service reform from the OM approach, drawing on the experiences in Castlefern, Govan and the original Gorbals case study; a chart offers a summary of the distinctive features of each.



Figure 1: Operation Modulus Characteristics

The conclusion identifies the learnings that the OM approach offers to strategic and operational officers working in public services, whether situated in the public or third sector.

Appendix I takes the four Christie pillars, relates these to the characteristics of OM, and analyses how these characteristics were operationalised in Castlefern and Govan.

### How the case study was prepared

We interviewed a range of professionals drawn from the partner organisations involved in developing and delivering Operation Modulus in Castlefern and Govan. This included:

- Andy, Graeme and Sean (pseudonyms), three young people participating in Operation Modulus in Govan
- Paul Blackwood, Station Manager, Scottish Fire and Rescue Service (SFRS)
- James Crainie, Intervention Worker/Officer, Community Safety Glasgow (CSG)

- Natalya Macholla, Deputy Director, Govan Housing Association (the Association)
- Fiona McTaggart, Director, Govan Housing Association
- Sharon Young, Cultural Services Supervisor, formerly of Glasgow Life

We are very grateful to the interviewees for their time, enthusiasm and commitment to this project.

In the interviews we sought to find out how the Operation Modulus approach was adapted and implemented in each area, and how this affected outcomes. The interviews with the staff were recorded and transcribed; the key points from the interviews with the young people were captured through notes. Interpretation and analysis of the interviews was undertaken using an iterative process of thematic analysis.<sup>9</sup>

What Works Scotland has checked the facts of the case study with the key informants. Responsibility for interpretation, analysis and any errors lie with What Works Scotland. Ethical approval for the research was obtained from the College of Social Science ethics committee, University of Glasgow.

## What is Operation Modulus?

Is OM a model? Or an approach? Or a blueprint? Or a programme?

We have characterised it as an approach that becomes a programme when developed in a particular context. Here it has been developed as a way of tackling gang crime and anti-social behaviour amongst young people; however, the building blocks of the *approach* could, we believe, be effectively applied to respond to a far wider range of social issues.

The name Operation Modulus was computer generated by the police at the outset of the first programme in Gorbals<sup>10</sup>. The name has become associated with the approach rather than being meaningful in and of itself, and is being used and adapted in different contexts. James Crainie of Community Safety Glasgow captures the collective spirit of OM for those directly involved:

*“You've got a lot comments from people saying, oh they're taking Modulus, is that them taking Modulus? I'm saying, Modulus isn't owned by anyone... it's everyone's programme.”*

James Crainie, CSG

We have identified five key characteristics of the OM approach (Figure 1) all of which are built on a strong philosophical foundation. These are further explored drawing on both case studies in section 6 (page 27).

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<sup>9</sup> Silverman D., 2013. Doing qualitative research: A practical handbook. London: Palgrave.

<sup>10</sup> Brunner, R. and Watson, N. 2016. Ibid.

### 3. The Operation Modulus programme in Castlefern

There is a long-standing history of gang violence between young people in the Castlemilk and Fernhill communities concentrated in an area in Castlemilk known as the “Hole in the Wall”. Whilst this has been a significant problem for the area, the actual drive for Operation Modulus in Castlefern differed from both Govan and the Gorbals in that it was initiated as the result of an external event: the 2014 Commonwealth Games in Glasgow. Glasgow’s Multi Agency and Tasking and Coordinating Group (MATAC) identifies priority areas across the city. It is chaired by Police Scotland with partners such as British Transport Police, Community Safety Glasgow, One Glasgow, and Scottish Fire and Rescue. MATAC identified risks of vandalism and anti-social behaviour around the Games venue at Cathkin Braes, in the communities of Castlemilk in Glasgow and Fernhill in South Lanarkshire. Glasgow City Council shared the concern that violence might affect the success of the Games.

A partnership was formed to develop an Operation Modulus intervention in Castlefern with some of the partners who had worked on the programme in Gorbals<sup>11</sup>; namely, Community Safety Glasgow (CSG), Glasgow City Council, Glasgow Life, Jobs and Business Glasgow, One Glasgow, Police Scotland and Scottish Fire and Rescue Scotland (SFRS). Additional partners included the Prince’s Trust, Skills Development Scotland and Venture Trust. As before, the partnership meetings were led by Paul Blackwood of SFRS.

An approach similar to that used in Gorbals was followed when setting up the initiative; specific individuals were identified based on intelligence from One Glasgow and Police Scotland. In Castlefern seven to nine individuals between the ages of 16-19 were targeted. They were well-known to the partners, with histories of lower and mid-tier offences such as drinking in the street, assaults, gang fights and carrying knives. Seeking a personalised and co-productive approach, Paul Blackwood (SFRS) and James Crainie (CSG) made visits to the homes of the young people, inviting individuals to participate and asking what they would be interested in learning from a short programme.

In contrast to Gorbals, time for planning for the Castlefern initiative was limited; the partnership had only three weeks to develop an intervention. A six-week programme was developed (from May 27-July 4 2014), two weeks longer than in Gorbals. It included Fire Reach (SFRS – fire education and awareness), PX2 (Glasgow Life – self-awareness and self-confidence), LEAP (Glasgow Life and CSG – anti-conflict, anti-gang awareness), work experience organised through Land and Environment Services (Glasgow City Council) and a visit to Barlinnie Prison. A mentoring approach was used with each young person, as in Gorbals.

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11 Brunner, R. and Watson, N. 2016. Ibid.

While OM achieved the goal of averting gang violence during the Commonwealth Games, a question remained for the key partners as to whether there would have been stronger achievements for the young people if more time had been available for co-producing the programme with them. A tension existed between the time-pressured goal of ensuring the Games went smoothly and the time-intensive goal of working in a co-productive way with the young people. James Crainie from CSG summarised the dilemma:

*“...you’re having to take it at their pace, you can’t say hurriedly ‘come on, let’s move along here, there’s Games happening soon,’ ... I didn’t like that. I can get the concept and I understand it totally, and I think if that’s needed then, yes, we have to look at doing something within a short time period. But, if you had a wish list then, yes, you would want more time... it’s something I will always say when we sit down at meetings we have to take our time and make sure we get this right. Not just from a selfish point of view, but ... it is always for the benefit of the community and the individuals.”*

James Crainie, CSG

Castlefern also differed from Gorbals in that some of the staff tasked to deliver the OM programme were not partnership members. This separation of the management of the project from the delivery sometimes led to tensions; for example staff delivering the programme sent one of the young people home for being disruptive. This was seen by the partnership as not following the philosophy of the OM approach. In another case, young people fed back that they were not receiving the expected services from one of the delivery agencies. These experiences highlight the importance of a shared ethos in programme development and delivery.

The key outcome for this initiative, the prevention of vandalism or violence at Cathkin Braes during the Commonwealth Games, was achieved. There were also noteworthy outcomes for the young people involved which, as in Gorbals, were varied. Some young people gained certificates, some opted for further training, and at least one completed a work placement. There was also a significant reduction in street crime in the area and, in cases where individuals reoffended, the crimes were less serious. So significant was the reduction that Castlemilk ceased to be a high crime priority area.

Sharon Young from Glasgow Life, who worked closely with the young people, characterised the impact and the reasons for the drop in crime:

*“Castlemilk was always one of the top three areas identified as having high levels of street crime and this was the first time in nearly 14 years or something that they’d actually been removed. It wasn’t on the radar at all. But I think it was because we had these boys out...we would go and chap them up in the morning. They couldn’t get away from us. They were busy during the day instead of lying in their bed so at night they were too tired to be hanging about causing disruption.”*

Sharon Young, formerly of Glasgow Life

However, whilst successful in very specific ways as described above, the Castlefern initiative was limited in its effectiveness. The ability of partners to co-produce with the young people was constrained by the time limitations and because the focus was on short-term goals rather than the long-term outcomes for the young people. The programme was disbanded after the Commonwealth Games, and unlike in Gorbals or Govan (below), there was no evidence of the approach influencing ongoing co-productive practices by services.

OM in Govan, set up under very different circumstances, is described in the next section.



## 4. The Operation Modulus programme in Govan

From the outset, OM in Govan was distinct from Gorbals and Castlefern: the need for an intervention was identified by a community organisation, Govan Housing Association (the Association), rather than a statutory provider. Fiona McTaggart, Director of the Association, described the context in Govan and the need for a new approach:

*“When we were clearing out [the office] we had, from 1985, a complaint about the boys hanging about Shaw Street. And I'm like... now Govan is getting £400,000 a year for working with the youths. Why have we still got boys hanging about Shaw Street, and people still complaining about it? And from 1985 it's been going on, the exact same thing. So whatever's been going on has not been working. So let's think about something else.”*

Fiona McTaggart, the Association

The Association wanted to improve outcomes for young people in the area; this was precipitated by youth disorder, high crime in the community and the realisation that Govan was lacking a comprehensive youth strategy. Further, the Association was interested in identifying ways to broaden its role in the community beyond providing bricks and mortar. It also wanted to encourage local people to consider the Association as a place to work because, historically, staff came from outwith Govan.

Staff members from the Association met with local SFRS representatives to discuss issues they were experiencing with local youth, and also discussed the success of OM in Gorbals and Castlefern. This led to a meeting between Paul Blackwood, his equivalent at Govan fire station, the police and Govan Housing Association. Subsequently Paul mentored the Association to lead the OM initiative in Govan.

The Association's leadership role positioned OM differently in the community from Gorbals and Castlefern; the programme was rooted in a community organisation rather than being led by wider public services. However, the process of building the partnership and the programme was the same; the Association and SFRS invited specific local and statutory partners to attend a meeting to learn about and help shape the initiative. As before, organisations and statutory partners identified what they could provide.

Many of the same statutory partners participated: City Building, Community Safety Glasgow, Glasgow Community Planning Partnership, Glasgow Life, Jobs and Business Glasgow, One Glasgow, Police Scotland, Scottish Fire and Rescue Scotland and Skills Development Scotland. These were supplemented by local community organisations including Aberlour Youth Point, Galgael, Govan Youth Project, the Hub, Plantation Productions, Positive Prison? Positive Futures..., and the Prince's Trust.

The statutory and community partners worked together to identify the specific individuals that the programme would target. Eleven individuals were identified, aged between 16-26 with most in their early twenties. Offences committed included robbery, vandalism, theft

and assault. During the programme development period, one of the young people was supported to return to employment, one went on to college and two dropped out. When the programme formally began in October 2015, seven young men participated; six had committed offences and one was considered at risk of offending.

Individuals were invited to participate in a programme that would be explicitly co-produced with them. The significance of this cannot be overstated; one of the young people had previously participated in a programme offered by CSG and noted that this time the approach was different:

*“They asked us ‘what do you want to do on this course?’ We got to choose. The last time we were told what we should do.”*

Andy, Operation Modulus participant, Govan

The trust placed in the young people and the respect afforded to their views was fundamental to the outcome of the programme. When asked why they responded so positively to the invitation to participate in OM and why they had stayed with it, one young person responded:

*“The fact that we had a choice felt like it was our own decision. James [Crainie] tried it a few years ago but it didn’t work... if people tell you, you’re more likely to go ‘I aren’t doing that’...”*

Sean, Operation Modulus participant, Govan

As in the other OM programmes, each young person had a named mentor. The original plan for was for six to eight weeks of activities chosen by the young people from a list of options. Week one was group work with CSG to identify ways of coping with the triggers of offending; it also included some outdoor activity organised through Glasgow Life. Week two was to be the Fire Reach programme with SFRS, but this had to be delayed because of funding issues.<sup>12</sup> Instead the young people worked with the Association’s Home Team helping in a backcourt improvement programme, gardening, landscaping and shadowing various tradespeople. The plan was for the young people to go to City Building’s Queenslie Training Centre in week three but they expressed a strong desire to stay at the Association to continue the work they had begun.

In keeping with the philosophy of co-production, the decision was made to respect the young people’s wishes:

*...they didn’t want go to City Building, they wanted to stay here and work. So again, we thought about it, because we were like are we cutting off their opportunities*

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<sup>12</sup> The reliability and flexibility of funding for existing programmes was a factor in enabling or limiting participation in OM. Third sector organisations were particularly disadvantaged because of restrictive funding arrangements.

*because we're not allowing them to go, or are we actually allowing them to dictate what the programme should be? And we thought well, let's let them dictate what the programme is."*

Natalya Macholla, the Association

This highlights the need for flexibility in programming to enable responsiveness, so allowing co-production to take place. The young people continued to work for the Association on an unpaid work placement for six to eight weeks. During this time they participated in training days hosted by CSG (focusing on crime prevention, drugs/alcohol awareness), and SFRS (fire prevention awareness). Significantly, they needed no support in getting to work each day, in contrast to the young people in Castlefern who needed active engagement from their mentors. The Deputy Director noted:

*"So for these first six to eight weeks none of them got a penny. But they all turned up every morning at quarter to nine and they were grafting till five o'clock at night."*

Natalya Macholla, the Association

Following this success, CSG provided funding through its Choiceworks programme for a paid placement of nine weeks at the Association. Although two individuals were not eligible (one had not offended and one was over 25), the Association addressed this gap by committing the necessary funds to include these two individuals. The programme went from strength to strength culminating in funding through Community Jobs Scotland<sup>13</sup> to underwrite the cost of two paid six-month placements for all seven young people. They were required to compete against each other for the positions as it was not initially clear that all positions would be funded; this gave them real-life experience. The local Job Centre Plus played a role in CV creation and interview preparation, a relationship that was considered one of the key partnership successes. The Association approached the Job Centre early in the programme to ensure that none of the participants would be sanctioned for participating in volunteer placements. This led to Job Centre Plus supporting all the young people, despite the fact that only two were benefit claimants.

The ability of partners to operate flexibly was highlighted throughout the interviews. This was sometimes dependent on the individual professional involved. For example, one of the statutory partners was dropped because of an inflexible programme delivery model. However, the same partner had been a key contributor in Gorbals where the officer involved was able to adopt a more flexible approach to meeting individuals' needs. Similarly, at the local Job Centre Plus the manager was willing to ensure that, although OM formally breached their rules about receiving benefits and volunteering, no participants would be

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13 The Community Jobs Scotland programme is a Scottish Government initiative to create job training opportunities in third sector organisations for young and vulnerable unemployed people aged 15-29. <http://www.employabilityinscotland.com/policy-and-partnership/youth-employment/community-jobs-scotland/> Accessed 20.02.2018.

sanctioned. As Fiona McTaggart noted, *“It’s not the organisations you work with, it’s the people within the organisations.”*

The role of the Association – a local, place-based community organisation – was a key element of the success of OM in Govan. The Association’s connection to the local community, its financial independence and its ability to offer employment opportunities to the young people distinguishes the OM approach in Govan. Six of the seven young people secured employment. Andy, one of the young people, said: *“This actually got us a job for once, not like other courses.”* The six are all now employees of Govan Housing Association and are understood to be no longer committing offences. Despite significant support being provided to the seventh participant, he was unable to meet the requirements of the job, had reverted to prior offending behavior, and was dismissed.

Significantly, the outcomes are not limited to the young people. OM has had an impact on the Association, its staff, the wider community, the families of the young people, and - of particular importance in terms of the prevention dimension of public service reform - on the next generation of young people. Given these notable results, the following section explores the impact of the OM approach in Govan more fully.

The key learnings for public service reform from Govan, Castlefern and Gorbals are identified and contrasted in section 7 (page 33).

## 5. The OM programme in Govan: improving outcomes across the community

Interventions such as OM tend to measure success by the impact on the participants and savings to the public purse and focus less on the impact on other stakeholders and the wider community. Similarly, co-production can be seen as being about changing the “client” rather than considering changes experienced by other organisations and stakeholders.

Below we consider the multi-level impacts of the OM approach on Govan Housing Association as an organisation, its staff, the Govan community, the next generation of young people, the participants, and their families. The impact on the public purse is considered alongside these.

We also consider what we can learn from this case about prevention and about the role of ‘anchor organisations’ such as Govan Housing Association.

## 5.1 The impact of the Govan OM programme on the Association

Operation Modulus impacted on the Association in terms of its relationship with the community and in its internal learning and development:

### **Strengthened reputation of the Association in the community**

The Association's Director and Deputy Director feel that there has been a shift in how the community views the organisation; it is now seen as a part of the fabric of the community:

*"...it's taken the Association and the values of the Association from the outside and actually proved to tenants that what we're saying we're doing is what we're actually doing..."*

Natalya Macholla, the Association

### **Increased potential for recruitment from the local community**

The Director and Deputy Director note that the potential to hire local people has grown since engaging in OM; previously they had difficulties recruiting local people.

### **Strengthened organisational learning and leadership**

OM has resulted in significant learning within the organisation. It has built its capacity and confidence to address other community issues, for example looking at the needs of the younger generation (8-15 years); this is explored in more detail in section 5.4.

## 5.2 The impact of the Govan OM programme on Association staff

Engaging in Operation Modulus has impacted on staff satisfaction within the organisation and broadened staff attitudes towards working with marginalised people:

### **Increased staff satisfaction and skill development**

The Director and Deputy Director have identified changes in the organisation's staff, noting that staff are engaging with young people in new ways, taking on new roles and enhancing their skills. This is particularly the case for individuals in the Home Team, working directly with the young people:

*And actually the guys in the Home Team that have been mentoring the young boys have got such a buzz out of it. They're like 'oh, I didn't imagine I'd ever be doing this kind of thing. You just come in and do your job. But actually I can see a difference in him.'"*

Fiona McTaggart, the Association

## **Broadened attitudes and acceptance of staff towards marginalised people**

OM has paved the way for greater acceptance amongst the staff team of people with different needs, leading to a recognition that diversity can make the organisation stronger.

*“And people are a lot more open to people being different and realising that actually to make a team work takes a lot more than just you're educated, you can talk confidently ... And people's perceptions of people's ability changes. And people are mentoring a lot more freely now because they're more willing to give people a chance.”*

Natalya Macholla, the Association

## **5.3 The impact of the Govan OM programme on the local community**

OM has resulted in a reduction in crime and changed perceptions towards the young people and the Housing Association.

### **Reduced crime, safer community**

Since being employed by the Association the young people have not, to the management's knowledge, committed any crimes.

### **Changed perceptions**

There is a noticeable change in the attitudes of community members towards the young people; the young people are now perceived as positive contributors to the community:

*“...there's the recognition from the community that they're not bad. And they're getting that, ‘thanks son; that's great what you're doing there, son’. Rather than ‘oh my god, there, look at that crowd hanging about again.’”*

Fiona McTaggart, the Association

## **5.4 The impact of the Govan OM programme on the younger generation**

The Association is now using the OM approach with the next generation of young people, aged between eight and 15 years old. This is one of the most striking results in Govan; it has developed into a wider approach than seen in Gorbals and Castlefern. The focus on the younger generation is an explicit example of the programme leading public services to think ‘upstream’, which Natalya describes:

*“So what we're looking at is better engagement with the schools. So talking to them about getting them out of school a wee bit earlier or is there maybe a morning they can come out of school and do something vocational. So again, graffiti removal...”*

Natalya Macholla, the Association

When doing this the schoolchildren meet the young people from OM now working for the Association:

*“They obviously relate to Andy, Graeme and Sean who have been on the Modulus Programme. And they were saying ‘how do we get a job like what they do?’”*

Natalya Macholla, the Association

### **Role of the Association as a partner with potential to offer future employment**

As is evidenced from the quote above, the younger generation can see that there are wider potential alternatives and options for the future. This was powerfully articulated again by one of the eight to 15-year-olds in conversation with the Director who, in response to a question about his aspirations, said, *“Well, if I can't be a footballer I want to work for Govan Housing Association.”*

### **The creation of positive role models through OM**

The young people who went through OM are all known to the next generation in Govan and have become positive, rather than negative, role models. The idea of having the young people formally act as mentors to younger people is under discussion.

## **5.5 The impact of the Govan OM programme on participants**

Clearly the most profound impact of the programme has been on the young people that participated. They are gainfully employed; are part of an organisation and the broader community; and they feel respected. As one of the young people said, *“It's changed our lives.”*

### **Meaningful employment**

The young people all talked about the fact that they had a good and regular income; making a point of noting that they received the Glasgow Living Wage.<sup>14</sup> Income was identified as one of the best things about gaining employment, money providing options. One young person spoke about getting a flat with his girlfriend, another talked about the kinds of things he can now do:

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<sup>14</sup> For more information see the Glasgow Living Wage website <https://www.glasgowlivingwage.co.uk/index.aspx?articleid=1835>. Accessed 20.02.2018.

*“The money means that I can go out a lot more, playing pool, snooker and the casino – not hanging around the street corners, that was shite.”*

Graeme, OM participant, Govan

The young people all stated that there was nothing they missed about their old lifestyle. One described it this way:

*“... you had to fend on your own, stealing motors ... I used to be involved with the coppers every day.”*

Andy, OM participant, Govan

### **Positive connection to community**

The three young people all spoke about how OM has given them a new sense of connection in the community. While they always had a strong Govan attachment, previously it was from hanging around on Shaw Street, *“eight hours a day causing mischief”* as one described it. The attachment now is reciprocal. They identified that they have respect for the community and that they are now respected by the community, one stating:

*“That’s us putting something back into the community, I think it makes it our area, makes us stick with it ... it was gang-fighting before. Gang-fighting and things held me back before.”*

Andy, OM participant, Govan

The importance of the young people’s connection with the community highlights the significance of taking a place-based approach to public service reform, as recommended by the Christie Commission (2011, p.30)<sup>15</sup>

### **Being treated with respect**

One of the key aspects of the OM experience for the young people was being treated with respect. This began first and foremost with the co-production of the programme activities, but is also reflected in interactions with community members:

*“There’s respect between us and the community, people actually saying hi and phoning in to say we are doing a good job, rather than before saying ‘wee shites’ and that.”*

Andy, OM participant, Govan

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15 For more information about place-based approaches see Bynner, C. 2015. Rationales for Place-based approaches in Scotland. What Works Scotland. <http://whatworksscotland.ac.uk/publications/rationales-for-place-based-approaches-in-scotland/> Accessed 20.02.2018



## 5.6 The impact of the Govan OM programme on participants' families

### Reduced uncertainty, increased stability

The Director and Deputy Director identified changes in the lives of the families of the young people,

*"[His] mum's saying "well, I know where he is at the weekend now because he knows he's at work Monday. I'm not worried about the police coming to the door telling me he's ill or dead or in jail." So it's been a huge effect."*

Fiona McTaggart, the Association

Graeme, one of the young people, reinforced this, stating simply, "my ma's happy".

## 5.7 The impact of the Govan OM programme on the public purse

Beyond the impact on people and community is the impact on the public purse. As noted, since being employed by the Association the young people have not, to the management's knowledge, committed any crimes. This results in direct savings to the public purse, outlined by James Crainie:

*"I think it's the economic impact that we've reduced because it's not somebody that's ended up in hospital because they've been assaulted or they've been done in or they've had their face slashed or they've been stabbed or this, that, the other. When we look at the economic cost of crime I think we've vastly reduced, in financial terms, the impact on the whole community and in general for Scotland by wee initiatives like this..."*

James Crainie, CSG

The Scottish Government makes yearly estimates about the economic and social costs of crime; these include costs related to the anticipation and consequences of crime as well as responses to crime. For example, in 2014-2015 a minor assault was estimated to cost £7,394; breach of the peace and drunkenness offences were estimated at £2,286 per incident; fire-raising and vandalism offences, £1,103; and car theft, £5,269.<sup>16</sup>

While a cost-saving analysis was beyond the scope of this report, it can be confidently stated that the intervention of OM Govan has had direct savings on the public purse.

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<sup>16</sup> This information can be found on the Scottish Government website: <http://www.gov.scot/Topics/Statistics/Browse/Crime-Justice/Publications/costcrimjustscot>. Accessed 20.02.2018.

## 5.8 The Govan OM programme and prevention

In response to the Christie Commission, the Scottish Government committed to making a “decisive shift towards prevention”, an approach considered essential in addressing fiscal constraint and in addressing persistent inequalities.<sup>17</sup> Further, the third sector was highlighted as having a “crucial role to play in delivery because of its specialist expertise, ability to engage with vulnerable groups and flexible and innovative approach.”<sup>18</sup> In reality, prevention has been the most challenging of the Christie recommendations to demonstrate. It is also demanding to achieve in practice because resources are limited, and funding directed towards prevention must come from somewhere.

The OM experience in Govan suggests a preventative element for the young people. The futures of those now employed by the Association in the third sector are potentially transformed. While it is impossible to know what their futures would have held, when asked where he would be without OM, Sean stated, “*I’d be in Barlinnie [prison]... I’m serious*”. Instead, six young people are gainfully employed, contributing to their community and to society:

*“It’s worked out healthy for us, for our families, it’s helped the police out because we’re not hanging around on street corners.”*

Andy, OM participant, Govan

A further case for prevention can be made when considering the younger generation. As a direct result of OM, Govan Housing Association recognised the need to intervene at an earlier age with those at risk of becoming the next generation to hang out on Shaw Street. As described above, the Association is now working with the local school to develop strategies to engage younger people. The initial work with excluded young people has led to new work with the younger generation. The work has moved upstream. This suggests the potential of the OM approach to effect long-term change and highlights how a co-productive approach can result in preventative work.

## 5.9 The Govan OM programme and anchor organisations

Govan Housing Association could be considered an archetypal third sector anchor organisation, described as:

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17 Scottish Government. 2011. Renewing Scotland’s Public Services Priorities for reform in response to the Christie Commission. p.6. <http://www.gov.scot/Resource/Doc/358359/0121131.pdf> Accessed 20.02.2018  
Published at <http://www.gov.scot/Publications/2011/09/21104740/0>

18 Scottish Government. 2011. Ibid. p.7.

Independent community led organisations with multi-purpose functions, which provide a focal point for local communities and community organisations, and for community services. They often own and manage community assets...<sup>19</sup>

The fact that Govan Housing Association had physical assets and secure income streams was an important contribution to the programme, giving it the ability to support the young people and to ultimately provide employment. Govan Housing Association demonstrates that an anchor organisation can develop and become stronger through its learning from coordinating initiatives such as OM; OM is just the beginning of a change in its ethos towards how it operates with the community. Because it is an anchor organisation, rooted in the local area, the experience of OM stays within the organisation and its local partnerships, and can be further leveraged.

This was also evidenced in the Gorbals case study in which, although it did not lead the programme, New Gorbals Housing Association's approach to partnership working was changed by the OM experience. The leadership from Govan Housing Association as an anchor organisation demonstrates how public services, broadly defined, can create the potential for sustainable change through co-production.

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19 Department for Communities and Local Government. June 2007. Third Sector Strategy for Communities and Local Government. Discussion Paper. London: DCLG, p.19.  
[https://www.gmcvo.org.uk/system/files/DCLG%20Third%20Sector%20Strategy\\_0.pdf](https://www.gmcvo.org.uk/system/files/DCLG%20Third%20Sector%20Strategy_0.pdf) Accessed 20.02.2018.  
Published at <https://www.gmcvo.org.uk/node/1569>

## 6. What makes the Operation Modulus approach distinct?

In this section we draw together some of the learning from the three OM programmes in Gorbals, Govan and Castlefern and seek to define what worked, how, and for whom, across the three interventions.

As noted in the introduction, we have identified five characteristics that form the OM approach, all of which are built on a shared commitment to working with the beneficiary group as asset-holders.

This section describes the characteristics in more detail, drawing on examples from the case studies.



Figure 1: Operation Modulus Characteristics

### Shared commitment to working with the beneficiary group as asset-holders

A striking and consistent characteristic of the key professionals engaged in OM has been a fundamental commitment to the young people as asset-holders, and the importance of working with them to co-produce successful outcomes. This was evidenced by the way that project partners involved young people in designing the initiative. Partners were under no illusion about the young people's experience in criminal activity, but there was a belief in their capacity and in their right to a fair opportunity:

*“Don’t get me wrong, they weren’t angels... But, everyone has got that quality in them that they potentially have got a goodness in them, and through working with them we could see that because we have got a different relationship with them.”*

James Crainie, CSG

This shared commitment was demonstrated in a number of ways in all three programmes: the involvement of the young people was voluntary, they were there by choice; it was assumed that they would commit if the programme reflected their interests; and support was individualised, including through active mentoring to support the young people. The commitment to co-producing the activities was a reflection of this philosophical foundation (see point 2 below).

## 1. Targeted recruitment

The OM approach targets, with precision, the particular individuals that could benefit from the intervention. This is a collaborative process involving Police Scotland, One Glasgow, Community Safety Glasgow and local community organisations. Stakeholders have different information and experience about the individuals but confirm collectively if they should be approached.<sup>20</sup>

Another characteristic of the targeted approach is that only a small number of young people are selected. Once identified as a potential candidate for the programme, each person is visited by one of the partners to start the recruitment process; sometimes this conversation takes place with the whole family.

## 2. Co-production

The commitment to co-production is evident throughout OM from the first contact. Individuals are asked what they want to do and be, as alternatives to their current activities. The programme design takes these needs and interests into account from the outset and throughout. Young people are viewed as asset-holders with a contribution to make. It also requires commitment and active engagement from the participants:

*“Being clear to the individuals again that it’s not just an easy programme here that we’re going to pander to you and you can do whatever you want. They had a big responsibility to commit their time and effort to participating on the programme...”*

Paul Blackwood, SFRS

This reciprocal dimension is consistent with Slay and Penny’s definition (2014).<sup>21</sup>

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<sup>20</sup> It is important to note that this process does not mean that confidential information is shared. Govan Housing Association did not know details of the specific crimes committed by the young people and wanted to keep it that way so that they did not prejudge them.

<sup>21</sup> Slay, J. & Penny, J. 2014. Commissioning for outcomes and co-production. A practical guide for local authorities. London: New Economics Foundation, p.7.

Co-production is a relationship where professionals and citizens share power to design, plan and deliver support together, recognising that both partners have vital contributions to make in order to improve quality of life for people and communities.

The less successful outcomes from the Castlefern programme can be explained by the external force of the Commonwealth Games, constraining time for co-production, and disrupting the sharing of power to design, plan and deliver support between professionals and citizens that was present in Gorbals and Govan.

Although co-production is generally used as a term to describe an approach to working with citizens, the manner in which the programme was developed and delivered in Gorbals and Govan in particular also exemplified a process of co-production across the public service and third sector partners. Partners shared the design, planning and delivery of support through the programmes in response to the interests of the young people, all contributing towards the end goal of improving quality of life for people and communities.

### **3. Active and flexible partnership**

The OM approach uses a coalition of agencies drawn from across the public sector. James Crainie of CSG described OM as a “*feathered model*” involving organisations coming in and out as needed. The partnership model is loose and flexible, with some organisations joining initially and staying connected but not necessarily being involved directly in the programme. Minutes are not generally taken at partnership meetings. The interventions and the management of each programme are generally led by two to three organisations.

A key feature of the approaches in Gorbals, Castlefern and Govan was that partnership working was able to draw on existing resources, primarily in terms of personnel, at the right time. Whilst staff flexibility was able to be enacted by statutory partners (e.g. CSG, Glasgow Life, Job Centre Plus, Jobs and Business Glasgow, and SFRS), this was harder for smaller, community-based organisations which had less financial flexibility and more restrictive funding arrangements.

### **4. Engaged delivery**

The delivery of the various aspects of OM is characterised by the active engagement of the partners together. All are expected to work consistently with the programme’s ethos and to commit fully to the programme, as Paul Blackwood noted:

*“...you really need people I think to push it forward, to have that driving ambition to make it work and sometimes that is people just going that wee bit beyond what they would normally do...”*

Paul Blackwood, SFRS

In most cases people who sat on the partnership body for each of the OM programmes were also delivering the programme. These partnership members were fully engaged and

committed to the young people. However, in some cases where partners did not adhere to the ethos they were dropped. A learning identified by Paul Blackwood is the importance of understanding an organisation's capability and capacity to work with the beneficiary group in a co-productive manner. Sharon Young from Glasgow Life noted,

*"... initially all these partners came round the table and were all saying, oh I'll do this and I'll do that. And we never saw them again. I don't know whether these boys were just too disengaged, and it was apparent straight away they were going to be really hard work and would require intensive input from all partners. You know ... it wasn't a simple box ticking exercise and they were certainly not going to be ticking boxes overnight."*

Sharon Young, formerly of Glasgow Life

There was unified criticism of organisations that were seen to be 'ticking boxes'. Whilst in some instances the individual professionals involved may not have shared the same commitment, additional larger systemic issues may also result in organisations 'ticking boxes', including limitations of funding and remit. However, there were a number of examples in which 'silo working' was effectively challenged.

## **5. Multi-level outcomes**

This research enables us to expand on the findings from the original OM case study to highlight the range of outcomes at different levels that the OM approach is capable of achieving, beyond the ostensible target group.

In the Govan programme these were as follows:

## Multi-level outcomes: The Operation Modulus approach in Govan

For the young people	<ul style="list-style-type: none"> <li>• Employment</li> <li>• Money</li> <li>• Training</li> <li>• Development of skills</li> <li>• Increased individual agency and responsibility</li> <li>• Changed perceptions about stakeholders and community</li> </ul>
For the young people's families	<ul style="list-style-type: none"> <li>• Security of knowing young person is safe and in a routine</li> <li>• Potential positive spin-offs for other siblings in seeing a brother productively engaged</li> </ul>
For the community	<ul style="list-style-type: none"> <li>• Reduced crime, resulting in a safer community</li> <li>• Changed perceptions of community members towards the young people</li> </ul>
For the economy (note: necessarily speculative)	<ul style="list-style-type: none"> <li>• Reduced social security claims</li> <li>• Reduction in costs of law and order</li> <li>• Potential reduction in health-related costs</li> <li>• Potential increased tax revenue</li> </ul>
For the OM partners	<ul style="list-style-type: none"> <li>• New professional relationships and potential future collaborations</li> <li>• Outcomes achieved for young people and community</li> </ul>
For next generation of young people	<ul style="list-style-type: none"> <li>• Positive role models</li> <li>• New interventions in schools</li> </ul>
Govan Housing Association and staff	<ul style="list-style-type: none"> <li>• Strengthened standing in the community</li> <li>• Increased potential for staff recruitment from the local community</li> <li>• Broadened attitudes and acceptance of staff towards marginalised people</li> <li>• Increased satisfaction and skills amongst staff</li> </ul>



## Summary of learning from the Operation Modulus approach

The following summarises the learnings from the three adaptations of the Operation Modulus approach in Castlefern, Govan and Gorbals.

Learning	Gorbals	Castlefern	Govan
Time and focus are critical for effective co-production	In Gorbals there was little time pressure; the programme was able to evolve with the needs of the young people.	In Castlefern, time pressure due to the Commonwealth Games had a negative impact on the ability to co-produce the programme with the young people.	In Govan there was little time pressure; the programme was able to evolve with the needs of the young people.
Treat the beneficiary group as asset-holders	In all three areas, partners sought to identify what the young people wanted to be and do as alternatives to their current lifestyles, and then sought to support the young people to put these individual interests into action.		
Individual leadership to realise shared commitment to the beneficiary group as asset-holders is key to successful co-production in partnerships	Individual professionals were central to how each organisation worked in the partnership, including challenging traditional relationships, pushing boundaries, and working in different ways. There were examples where an organisation was central to programme delivery in one geographical area, but they were not used in another because individual officers did not consistently work to the programme ethos.		
The inclusion of an employment partner is key	Gorbals sought private sector employment partners, but was unable to maintain their involvement.	In Castlefern there was no private sector partner or employer partner. The lack of an employer partner was identified as a weakness.	The ability of Govan Housing Association to offer work experience, and ultimately employment, underpinned the success of the programme.
Co-production is central to participant engagement and programme success	Co-production was identified as key to the intervention's success by both the young people and the partner organisations	Partners felt the programme may have been more successful if co-production were more central rather than restricted by time pressures.	Co-production was identified as key to the intervention's success by both the young people and the partner organisations.
Targeting programmes at specific groups can improve outcomes for all	A large reduction in crime benefitted the whole community.	The Commonwealth Games were not disrupted.	The young people are now working for the Housing Association, contributing to the community.
An anchor organisation enables OM to thrive	In Gorbals there was no anchor organisation.	In Castlefern there was no anchor organisation.	Govan Housing Association, a place-based community organisation, played a central role in the success of OM.

## 7. Wider learning for public service reform from the Operation Modulus Approach

In this section we highlight the key learnings from the Operation Modulus approach and its adaptation in Gorbals, Castlefern and Govan and the insights they offer for public service reform in practice.

### 1. Co-production requires time, focus, flexibility and targeted coordination of existing resources

To successfully co-produce, time is an important factor. Time allowed the development of the partnership, production of the asset-based programme, and flexible co-ordination of the programme for the beneficiary group. Allowing sufficient preparation time for an intervention allows the programme to be devised, delivered and co-produced in an organic way leading to a greater chance of successful outcomes.

Linked directly with the question of time are choices about the focus of a co-produced intervention. If partnerships are able to focus on co-producing programmes with the beneficiary group, successful outcomes are more likely than when partnerships have conflicting goals.

OM drew on existing services and programmes already available in the community; what was innovative was the bringing together and flexible leveraging of existing resources through partnership. While it was not necessary to secure new money, the redirection and re-organisation of existing programmes was required. Resource was particularly required from organisations offering work placements; Govan Housing Association invested significant officer time in integrating and supporting the young people, which was a key success factor.

For public services to be built around people and communities and for public service organisations to work together effectively to achieve outcomes, as Christie envisages, the active consideration of focus, time, flexibility and coordination of resource is required

### 2. A shared commitment to work with the beneficiary group as asset-holders requires individual leadership and commitment

The leadership and commitment of individual professionals within organisations and in the partnership is a central theme in the OM approach. Across public and third sector organisations, the commitment to working with the young people as asset-holders was striking. Individuals went beyond the expectations of their formal roles; they were champions.

To put this commitment into action individuals demonstrated strong leadership skills, for example, through challenging traditional relationships, pushing boundaries and working in different ways. The vision of an empowered public sector worker is one that the Christie Commission promotes<sup>22</sup>, and one that is certainly evident in this research.

Unlike the first OM in Gorbals where a strong facilitative leadership role was needed to bring partners together and maintain engagement, in Castlefern and Govan individual leadership by partners through the course of the programmes was more important. However, shared commitment by partners did not always translate into shared commitment by individuals working for those partners, demonstrating the need for programme values to run throughout all levels of involved organisations.

### **3. The provision of desired and meaningful opportunities maximises success**

Key to maximising the success of OM is the ability of partners to offer meaningful opportunities to the young people. In Govan the young people got on-the-job work experience that ultimately resulted in employment, the experience of work, and a steady income that changed their lives.

Public service reform programmes seeking to build on the assets of marginalised groups and co-produce meaningful outcomes should consider what specific strategies can maximise those meaningful pathways, and which organisations should be involved because they can offer such opportunities.

### **4. Co-production builds trust and can lay the groundwork for prevention**

Co-production demonstrates trust, which in turn builds the confidence of participants in the programme. It is an iterative process, not a transaction. In Govan in particular, the success of the co-production approach built the groundwork for a preventative approach in working with the next generation. There are prevention lessons here for public service design: a strong co-production approach to creating services has the potential to sow the seeds for further work in a community and offer new paths of engagement. This requires flexibility, time and focus.

### **5. An anchor organisation can help to maximise impact**

The experience in Govan indicates the important role that a place-based, community organisation – an anchor organisation - can hold in maximising the impact of co-produced initiatives such as OM. An anchor organisation can be in a strong position to lead the work

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<sup>22</sup> Christie Commission, *ibid.* 2011. p.72.

involved, influence others during an intervention, and sustain the learning for itself and its local partnerships after an intervention because it has an authoritative, ongoing role in the area. This may, in turn, enhance the potential for preventative outcomes.

## **6. Leadership may come from outside traditional public services**

Leadership for OM comes from both the public sector and the third sector. This contrasts with the emphasis of the Christie Commission who envisaged reform as being rooted in public statutory services. The role of third sector organisations in leading collaborative public service reform initiatives needs to be recognised and valued.

## **7. Mechanisms are needed to share learning across communities**

The OM approach demonstrates community planning and the principles of the Christie Commission in action. However, in the interviews for the two case studies presented here, references to community planning structures or processes were almost non-existent. Although the partnerships included staff from the Community Planning Team, the initiatives were not clearly tied to local area planning. There is great potential for other communities and other public service areas to learn from the OM experience, but mechanisms need to be in place to share this learning. Consideration needs to be given to how formal community planning structures can connect more strongly with and strategically spread the learning from local public service reform initiatives such as Operation Modulus.

The following chart takes the four pillars of Christie, relates these to the characteristics of Operational Modulus, and provides analyses of how these characteristics are operationalised in Castlefern and Govan.

## Operation Modulus and public service reform

The Christie Commission identified four principles and objectives in their recommendations about the future of public services; these were adopted and adapted by the Scottish Government. (See the table in Section 1 for an overview.) The following table assesses the characteristics of the Operation Modulus approach against the Christie Commission pillars of public service reform.

Reform pillar	OM characteristics	Analysis
People	Shared commitment to working with the beneficiary group as asset-holders	The philosophical commitment of the partners and practitioners involved in OM directly reflects the Christie emphasis on a renewed public service ethos. Christie states that this ethos needs to be characterised by respect for people’s autonomy and potential and the ambition and commitment to work with people to achieve their aspirations (2011, p.38). This description captures the commitment of the individuals involved in OM. Sharon Young, formerly Glasgow Life: <i>“You know, they’re going to be difficult... I would go in to schools and...they used to say to me, we’ll send all the bad ones to you. And I’m like, will you stop calling them bad. They are not bad. They are challenging. They are misunderstood. They’ve got all sorts of issues going on. But they’re not bad. Don’t ever call a wean ‘bad’. If you call them bad, they’re just going to be bad ‘cause that’s what everyone expects of them. Let’s find out what’s going on here.”</i>
Partnership Performance	Targeted recruitment	Christie recommends that services be developed in partnership and in a way that improves performance and reduces cost. The targeted nature of OM reflects both of these objectives. Partners collaborate together to identify specific individuals. The targeted nature of the programme means that resources are also targeted and therefore likely to be better used as they are invested in the individuals most in need of the intervention. This has been described in a recent report as being about “delivered by the right people to the right people at the right time;” <sup>23</sup> to this could be added “in the right place” to reflect the importance of place-based work. Paul Blackwood, SFRS: <i>“Again it was the exact same approach, going in, talking to the young people, talking to their families, talking to them about what we were aware of they were up to within the local community ...what impact it was having on different services or service providers in the local community but here was an opportunity for them to work with us and possibly better their own lives.”</i>

<sup>23</sup> Watson, D. 2016. Public Service Reform in Scotland. Glasgow: The Reid Foundation. Published at <http://reidfoundation.org/2017/01/public-service-reform-policy-paper-launched/> Accessed 20.02.2018.

Reform pillar	OM characteristics	Analysis
People	Co-production	The principle of empowerment recommended by Christie underpins the objective of building public services around people and their communities, and involving them in this process. Co-production has been a key feature of the OM approach throughout and has been consistently identified by the young people as being central to its success. The co-productive approach engaged them from the outset. Andy, OM participant, Govan: <i>"We got to choose. The last time we were told what we should do. It actually got us a job for once, not like other courses."</i>
Partnership	Active partnership	The principle of partnership and integration underpins the objective that public service organisations work together effectively to achieve outcomes. Partnership is strongly evident in the OM approach. A wide range of public service and third sector organisations work together to support the young people. Natalya Macholla, the Association: <i>"So we'd worked with the Job Centre to say look, because they weren't getting paid for that first initial phase, they're working with us, so from a DWP perspective there's really no need to sanction these guys because they are engaging."</i>
People Partnership	Engaged delivery	The delivery of OM is highly engaged; it reflects the "public service ethos" that Christie recommended. The key practitioners demonstrate a high degree of commitment to the young people that goes beyond the formal roles; this brings energy to their partnership. Paul Blackwood, SFRS: <i>"They (the young people) would begin to build up some kind of rapport with the [workers] and I think that was key, that they had a good face, they had somebody they could contact if they had any problems or if something happened."</i>
Performance Prevention	Multi-level outcomes	The Christie Commission highlights the need to demonstrate how expenditure is driving outcomes. Christie also recommends that public service organisations extend and deepen a local partnership approach, going beyond the current community planning model (2011, p.45). The role of place is significant here; the localised nature of the programme reflected and supported the local focus of young people's lives. OM led to significant outcomes, particularly in Govan. While full analysis of the cost benefit is beyond the remit of these case studies, it is clear that the impact of the three programmes has saved the public purse, and gone far beyond in terms of impacting more broadly on the wider community. OM has tackled the underlying causes of disengagement for these particular young people, reducing crime and anti-social behaviour in Gorbals <sup>24</sup> and leading specifically to employment and community connections in Govan. The potential for prevention is being demonstrated in the active work being undertaken by Govan Housing Association with the next generation. Sean, OM participant, Govan: <i>"Operation Modulus has changed our lives"</i>

24 Brunner, R. and Watson, N. 2016. Ibid.

## 8. Conclusion

OM provides a clear, successful, usable and practical approach to designing services for, and with, the community. The approach and its underlying philosophy is an exemplar of public service reform in practice, focused on improving outcomes across the community. Its impact is wide and includes all those who come in contact with the programme from statutory organisations to individuals and communities. Key to its success is the process of co-production and an underlying commitment to working with the assets of a particular group in the community to produce personalised outcomes. Where it has worked well, OM has enabled a process through which the assets and interests of citizens have been embedded in the way the service was designed, its development and delivery.

To achieve meaningful and effective co-production takes time. Community planning partnerships, and all involved in the design and delivery of public services, need to recognise that co-produced services will be less effective if they are time-bound; initiatives have to be reflexive, flexible and adaptable.

Place and leadership are also essential. Where it has worked well, OM has drawn heavily on local knowledge about the community and its assets; there is great potential for anchor organisations to play a lead role. To realise good outcomes for the beneficiary group, it also requires consistency between organisational and individual leadership. The partnership context requires organisations to work with and respond to leadership from those outside of their own organisation. The roles of, and relationships between, organisational and individual leadership in public service reform would be a useful piece of further research.

OM is not founded on bringing in new resources in terms of funding (although these can be an important support). It is founded on organisations committing existing resources in terms of staff time, and being prepared to deploy those resources with flexibility to respond to the co-productive context.

OM demonstrates how organisations can start towards the process of working further upstream and towards preventing social problems. It has been able to move people who were previously distant from the labour market to a position where they are either able to hold down a job or start training. It shows the potential for adopting a preventative approach within a community and within the ethos of public service organisations. There are, of course, limitations to this report.

The study was small and limited in scope; evidence about the potential of anchor organisations is limited to the example of Govan. To date the principles have been applied to selected young people involved in the criminal justice system. However, we believe that this evidence suggests that the approach has the potential to be successfully adapted in many other contexts. We hope that this report will inspire other communities, organisations and public services to work in partnership in a co-productive way to address long-standing issues of inequality.