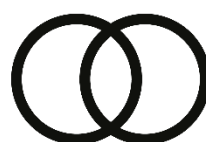


People's Procurement

Jam & Justice: co-producing urban governance
for social innovation



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Jam & Justice

Jam and Justice: Co-Producing Urban Governance for Social Innovation aims to create a unique space for social innovation to co-produce, test and learn from new ways of governing cities. 'Jam' is about trying to bring together different partners in Greater Manchester to experiment and innovate to address shared problems. 'Justice' is about re-connecting with those who have been disenfranchised and excluded from the search for solutions.



About this report

This is a report of the People's Procurement research project, one of 10 social experiments from the Action Research Cooperative (ARC) in Greater Manchester. The research brought together academics, procurement practitioners and representatives of the VCSE sector to exchange knowledge and develop creative responses to the emerging urban governance challenges in Greater Manchester. This report presents the co-produced priorities which can support the positive development of the social value agenda in the city.

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Contents

1. Introduction	5
2. The research	7
3. Priorities	10
4. Projects	12
5. Outcomes	15
6. Good news stories	16
7. Next steps	25
Appendix 1: Workshop participants	26

1. Introduction

Jam and Justice is a research project which aims to create a unique space for social innovation to co-produce, test and learn from new ways of governing cities. 'Jam' is about trying to bring together different partners in Greater Manchester to innovate to address shared problems. 'Justice' is about re-connecting with those who have been disenfranchised and excluded from the search for solutions. We are particularly interested in the value and practice of coproduction to address complex urban problems and understanding how we can bring different groups together to achieve fairer and more inclusive outcomes for different groups.

Jam & Justice is funded by the Economic and Social Research Council's (ESRC) Urban Transformations programme, a portfolio of projects in the UK which examine major changes taking place in cities across the globe ([/www.urbantransformations.ox.ac.uk](http://www.urbantransformations.ox.ac.uk)).

Jam & Justice is also supported by the Realising Just Cities UK programme which is part of the international Mistra Urban Futures centre for sustainable cities (www.mistraurbanfutures.org/en).

The project started in January 2016 and ends in July 2019.

The 'Jam & Justice' research methodology brings together academic and non-academic researchers – with different knowledge, skills and resources interested in making devolution matter in Greater Manchester – to test and learn about the theory and practice of co-production in research. Known as the 'Action Research Collective', the group's primary role has been to initiate, develop and undertake comparative learning from action research projects. These are:¹

- Young People Missing from Decisions
- Councillors for the People
- People's Republic of Energy
- Transform GM
- System Doesn't Work
- Space in Common
- Care at Home
- GM Decides, and
- People's Procurement

People's Procurement

Greater Manchester Combined Authority adopted its first Social Value Procurement policy in November 2014 to deliver social value through their commissioning and procurement activities and to set the Authority's priorities in relation to social value. The Greater Manchester Social Value

¹ Read more about these projects at: <https://jamandjustice-rjc.org/about-jam-and-justice>

Network (GMSVN) was created in January 2015. It was brought together initially by the Centre for Local Economic Strategies (CLES), the Association of Greater Manchester Authorities (AGMA), the Manchester Alliance for Community Care (MACC), Salford CVS and Salford City Council. The GMSVN is run in a voluntary capacity, seeking to influence policy and practice across the public, commercial and social sectors to embed social value as a way of working.

Greater Manchester is at the leading edge of social value procurement in the UK and its social value procurement policy has been adopted by all 10 of the Greater Manchester districts. GMCA is in the process of refreshing its social value procurement policy (throughout 2018), reflecting the processes of devolution that have taken place since the first iteration, specifically bringing in health agendas and the Greater Manchester Health and Social Care Partnership.

All Jam & Justice 'Action Research Collective' projects seek to answer the following research questions which are designed to support the overarching aim of the project:

- How can new spaces of urban experimentation and social innovation challenge existing governance forms?
- What kinds of governance mechanisms can support more participative, inclusive urban policy-making processes?
- What, if any, are the impacts of including marginalised groups and individuals in policy, in terms, for instance, of democratic voice, social justice and the quality and nature of decision-making processes?
- How can knowledge be organised and produced differently to bridge the gap between knowledge and action in urban governance?
- What additional expertise is brought into the policy process in these new spaces, for what purpose, how, and by whom?
- What are the dynamics, challenges, and outcomes of scaling co-production to the urban level?
- How is intermediation performed, for what function, by whom? What intermediary practices and processes catalyse or hinder urban transformations?
- What are the implications for academics, their practice, and universities as sites of knowledge production in 21st century cities?

The People's Procurement research project sought to answer these questions through an appreciative enquiry around the progress made in social value procurement across Greater Manchester. Reflecting on the developments across the city region, the appreciative enquiry sought to:

- Explore the successes of the past which can be built upon;
- Identify what success in the future would look like in Greater Manchester;
- Outline the steps that need to be taken to realise successes;
- Explore the potential roles of the public, private and VCSE sectors in shaping and directing the social value agenda in Greater Manchester.

2. The research

Clarification of focus

The People's Procurement project, as a part of the Jam & Justice programme was initially focused on finding a way to facilitate citizen participation in the coproduction of the 'refresh' of AGMA's Social Value Framework, acknowledging that there is a participatory gap in existing social value procurement processes.

A research team comprised of Stuart MacDonald, Centre for Local Economic Strategies, Dr Catherine Durose, Institute of Local Government Studies (Birmingham) & Dr Bertie Russell, Urban Institute (Sheffield) met to explore an initial research idea submitted to the 'Action Research Collective'.

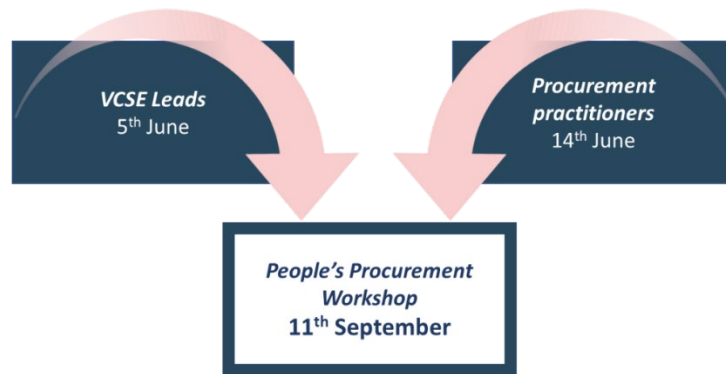
In refining the research proposal, discussions were held between the research team and key stakeholders from across Greater Manchester. Conversations were held with Ruth Lupton of the Inclusive Growth Analysis Unit, Alex Whinnom, Chief Executive of Greater Manchester Centre for Voluntary Organisation (GMCVO), Peter Schofield, Procurement Programme Manager at Association of Greater Manchester Authorities (AGMA) and Matthew Baqueriza-Jackson, chair of the Greater Manchester Social Value Network GMSVN).

In these conversations with key stakeholders, it was suggested that the real challenge lies in ensuring that procurement frameworks get fulfilled meaningfully in the procurement process, and therefore, filling the participatory gap should concurrently seek to increase democratic accountability and deliver social justice (in terms of who decides and who benefits from procurement); but also provide a space for social innovation, orienting procurement to address social problems, while bringing new ideas into procurement processes.

Participatory workshops

A series of three participatory workshops were held in 2018, with an initial workshop held with VCSE sector leads on the 5th June 2018, and a second workshop utilising the same format held with procurement leads from across Greater Manchester on the 14th June 2018.²

² Appendix 1 lists the workshop participants.



Workshop 1: VCSE Leads



Workshop 2: Procurement Leads



Appreciative inquiry

Both workshops utilised an appreciative inquiry approach to identify what is already working, rather than looking for problems to solve. We adopted a participative learning process to identify strengths and assets which could be built upon and the workshop session was structured around the SOAR model (strengths, opportunities, aspirations, results).

Workshop structure:

- What is: (Strengths) Moments of excellence, core values and best practices
- What might be: (Opportunities) Envision positive possibilities, how do we build on success, where next
- What should be: (Aspirations) Structures, processes and relationships to support opportunities
- What will be: (Results) Develop an effective plan for implementation

The findings of both workshop 1 and 2 were then prepared as large (A0) posters and displayed at the third workshop.

Workshop 3

The third workshop was held on the 11th September 2018 and co-hosted by the Greater Manchester Social Value Network. This third workshop brought together both sets of participants

with a wider range of stakeholder voices representing Greater Manchester's businesses and the Greater Manchester Combined Authority (GMCA).³

This workshop, through a series of facilitated discussions and group tasks, sought to bring together the narratives of success that had been developed in Workshop 1 and Workshop 2, finding common ground and refining the priorities for action. It suggested projects to be realised and the types of outcomes expected.



³ See Appendix 1 for a list of workshop participants.

3. Priorities

In drawing the narratives of success together, the following six priorities for action were identified and collaboratively refined.

Culture shift

Workshop participants agreed that there was a culture shift required to embed social value in our ways of working. Social value, if viewed as a connecting theory or thread through all activity in the public, private and voluntary sector, has the potential to transform our communities.

Political leadership

For the required shift in culture to occur, our political leadership need to adopt Social Value as an approach and make it core to all messages on Greater Manchester issues. The workshop groups suggested developing a portfolio for Social Value for a key political leader, preferably to be held by the Mayor, and/or the appointment of a Social Value Tsar or Social Value Champion. However, it was also acknowledged that leadership on Social Value needs to be systematically developed at all levels of the system. Other suggestions included developing cross-party agreement and endorsement of a social value strand embedded within the Greater Manchester Strategy.

Communicating social value

It was widely felt that Social Value is not well understood by all parties, with the lack of a common language to explain its essence, and debate whether the term 'Social Value' itself was useful and may perhaps be a barrier to extending understanding.

Some parts of the public sector in Greater Manchester have a far more developed understanding of Social Value than others. Across local authorities, some districts are much more advanced in their thinking and in their application of social value in procurement than others. As a result of this, Social Value is understood to differing degrees in different parts of the private sector, with a number of large businesses operating in the region demonstrating leadership in the agenda, while many other businesses lack even a basic understanding. There was consensus that if Social Value is to be embedded in everything we do as a city region, the wider public also needs to develop an awareness of Social Value.

Workshop participants suggested resources were needed to develop a common understanding of Social Value across all parts of the public sector and across all Greater Manchester districts. There was agreement that the GMSVN has a role in developing training materials that could be used to provide a consistent message for the various sectors and promote awareness through the website and training events. Local authorities across Greater Manchester should also develop a supplier/employer engagement strategy to support the private sector, while a public awareness campaign should be launched to explain Social Value to the layperson.

Training & skills development

Going beyond developing a common understanding, workshop participants identified the need for resources for specific training and skills development programmes for those in the public, private and VCSE sectors. It was suggested that the development of public sector skills around Social Value should be a priority, and resources needed to be found for skills/training programmes which can be rolled out to all parts of the public sector in Greater Manchester. Suggestions included developing modules on Social Value for existing Greater Manchester leadership/commissioning training programmes.

Training and skills development programmes would need to be tailored and made accessible to the private and VCSE sectors. It needs to be acknowledged that 90% of SMEs don't have a training budget and VCSE organisations lack capacity to undertake new training and skills development programmes.

A number of stakeholders involved in the research have already been involved in developing training materials for specific groups, with attempts made to share training materials with local authorities having mixed success. It was agreed that these efforts need to be pulled together under a single banner (GMSVN) to encourage broader systems change.

Measurement framework

There was broad agreement that a Common Reporting Framework was required to ensure that Social Value is being monitored, recorded and reported consistently. It was suggested that a discrete research project was required to bring together partners from across different sectors and from across Greater Manchester to develop an agreement on the types of outcomes to be monitored and the tools required for doing so, ensuring quantitative evidence is valued equally to qualitative stories of impact. It was made clear that these would need to be tailored to individual sectors and be easily accessible online, using an approach that is consistent with national learning: the Themes Outcomes and Measures approach (TOMs) advocated by the National Social Value Task Force, based on research conducted by New Economy, which is accepted by Cabinet Office and the Treasury and becoming the de facto standard. The suggestion of a Social Value Charter was made, which would support all providers/commissioners who sign up to ensure consistent reporting of outcomes. However, there was a warning that with so many charters already existing, the environment is becoming confusing, especially for business.

Collaboration

For Social Value to become embedded in our ways of working, workshop participants agreed that new mechanisms were needed to promote collaboration between the public, private and VCSE sector. Suggestions included expanding the role of the GMSVN to support increased networking between the sectors, as a way of improving communication of Social Value and pushing forward training and skills development programmes to the public, private and VCSE sectors. It was suggested that a specific function around brokerage was required, with participants highlighting the Business Working With Wythenshawe (BW3)⁴ partnership as a good example from within the city region, where the three sectors are successfully collaborating and harnessing Social Value. It was suggested that a bespoke GM model be developed that operates at both a GM level and community/neighbourhood level across Greater Manchester.

⁴ <http://www.bw3.org.uk/>

4. Projects

In looking to implement priorities, three projects were conceived that would allow Greater Manchester to push forward the Social Value agenda in the city region.

In the third workshop, in 3 groups, the participants sketched out what these projects would look like if they were to address the identified priorities.

Social Innovation Collaboration Fund (SICF)

Priorities addressed					
Culture shift	Political leadership	Communicating social value	Training & skills development	Measurement framework	Collaboration

The aim of the Social Innovation Collaboration Fund would, as the name suggests, be to support collaboration between the public, private and VCSE sectors to address the key issues across Greater Manchester where there are either no solutions, or where current solutions are failing or predicted to fail in the future due to increasing demand. This would drive a cultural shift in terms of ways of working via new forms of collaboration between the public, private and VCSE sectors. To ensure collaboration is embedded in the fund, it should be a joint investment vehicle where all three sectors are contributing to the pot. In terms of governance, a cooperative structure could be adopted so that it doesn't belong to any individual sector.

To draw any money from the fund, you would need to demonstrate cross sector collaboration and direct engagement with the groups of people to be supported, with funding proposals being required to demonstrate a level of co-production. The Homelessness Action Groups which have been established in Greater Manchester may be an example of what this fund would support.

The fund would promote innovation in procurement, working to create new and novel solutions to challenges facing GM. It would learn from Greater Manchester's rich past and present examples of innovation which have shaped the world. Social innovation is increasingly being considered across the city region as having the potential to bring about a shift in the way society meets its needs. Working collaboratively, the public, private and VCSE sector may be able to develop new social models for delivering solutions to social challenges in an enterprising and sustainable way.

To truly drive transformative change, this fund should only support proposals which affect systemic change in terms of how things are done in the city region. It should not be another fund to support time-limited projects which have little long-term impact. Countries such as Finland are already operating similar models and the Social Innovation Community is bringing together partners from across Europe seeking to tackle the increasingly complex and interrelated challenges we face today. These approaches should be studied in developing a Greater Manchester Social Innovation Collaboration Fund (GMSICF).

Social Value Hub

Priorities addressed					
Culture shift	Political leadership	Communicating social value	Training & skills development	Measurement framework	Collaboration

The Social Value Hub was envisioned as an ever-evolving structure, developed around themes aligned to the Greater Manchester Strategy and the mayor to support a culture shift across the city region and drive the political buy-in required for the Hub to be sustained and thrive over the longer term.

The Hub would ideally serve as a central resource point pulling together the work that is already being done across the city region, be that around training and skills development, understanding of what good practice looks like, or approaches to measurement.

The Hub would serve the public, private and VCSE sectors and provide access to the appropriate, tailored training and skills development packages, recognising the different needs of each sector. The Hub would offer guidance and collate best practice examples and case studies from across the city region and beyond and would also support stakeholders with measurement and the evidencing of impact. It should also have a horizon-scanning function to ensure it remains at the forefront of practice, and help formulate policy with GMCA to continue developing Greater Manchester's approach to Social Value.

It could potentially work as a hub and spoke model, allowing for organic growth, providing an opportunity to develop social value ambassadors who link to the Hub, but promote collaboration and new partnerships in local communities across Greater Manchester. This would allow the Hub to operate as a central focus for networking, communicating social value, co-ordinating activity across Greater Manchester and sharing learning widely.

The Hub may develop an accreditation scheme for Social Value Champions, and/or develop a Social Value Pledge or Kite Mark, drawing on the learning from across Greater Manchester where movements in this direction are already happening. The Salford Social Value Alliance, for example, have developed a 'pledge' as part of their 10% Better Campaign, while the GM Apprenticeship and GM Living Wage Kitemarks have been developed in recent years.

The existing GMSVN may serve as a foundation for the Hub and could be built upon to provide a vital resource for all sectors in Greater Manchester. Potentially, a small programme office could kick-start this, and then act as a small central team for steering this forward. Funding could be drawn from local authority contributions to GMCA, developing the hub like a membership organisation. However, there was a warning that if too closely associated with one sector, then people may not see why it would be useful for them. Developing the Hub as a collaborative project would therefore appear a more appropriate approach. This proposal needs to be cognisant and supportive of the current formal and informal networks in GM, e.g. various local CVS (Bolton and Salford), ANTZ, Thrive Trafford and others, working together and providing networks to deliver social and business impact in local communities.

GM Anchors Network

Priorities addressed					
Culture shift	Political leadership	Communicating social value	Training & skills development	Measurement framework	Collaboration

Anchor organisations across the city region from the public, private and VCSE sectors are critical to pushing forward the Social Value agenda in Greater Manchester. There is a clear need to reach out to those organisations who are not fully engaged in the Social Value agenda, as these represent a huge untapped resource for mainstreaming social value. Examples include large private sector organisations that are rooted in our city region such as football clubs, health care providers and community anchor organisations. Many of these could play a much bigger role in the development of our city region and support the realisation of the Greater Manchester Strategy.

Greater Manchester has a proliferation of networks, standing groups and reference groups, and does not need another talking shop. However, there is a clear need to support the deepening of the Social Value agenda within organisations so that Social Value is 'mainstreamed' throughout anchors and their practice is changed as a result.

Any GM Anchors Network would need to examine the existing networks in place, the relationships that already exist between anchors, and where anchors are communicating with each other at different levels. Conducted as a mapping exercise, this would allow for a targeted use of resources to mobilise and activate anchors as required.

The GM Anchors Network would in this sense play more of a brokerage role, stimulating connections and conversations where they are not currently happening. The role of a Social Value tsar or Champion for Greater Manchester would fit with this approach, and ideally would be drawn from an anchor organisation outside the usual public sector suspects.

A GM Anchors Network in this context is envisioned as more of a reference group that would be mobilising and activating Greater Manchester anchor organisations, providing a sounding board to bring in those organisations who are not fully engaged in the Social Value agenda.

5. Outcomes

Workshop participants envisioned a range of positive outcomes that would arise from the development of the Social Value agenda in Greater Manchester.

Social impacts

- In one group's vision, unemployment in Greater Manchester reached a record low by 2022;
- Social value was projected to have successfully addressed priority outcomes across the city region – e.g. homelessness;
- Social value leads to a much wider range of social outcomes for the people of Greater Manchester.

National policy influence

- Learning from Greater Manchester's approach to social value was projected to be embedded into the post-Brexit funding landscape;
- A beefed-up Social Value Act which applies to all purchasing would result in part from pushing forward this agenda in Greater Manchester;
- A white paper would emerge on Public, Private, VCSE collaboration.

Strong evidence base

- GM would know what 'good' looks like and how to communicate it to the public;
- As a result, Central government would devolve more funding to GM;
- A national suite of Social Value Best Practices would be developed;
- Excellent online tools would be developed for collecting social value data.

Improved collaboration

- The development of the social value agenda leads to a consistent and collaborative way of working under a single banner;
- The principles of co-production are agreed and shared among the public, private and VCSE sectors in Greater Manchester.

6. Good news stories

In casting forward to 2022, the workshop groups developed a series of good news stories from the future. The following pages set out these visions of the impact the Social Value agenda could contribute to in Greater Manchester.

Workshop 1 - VCSE leads





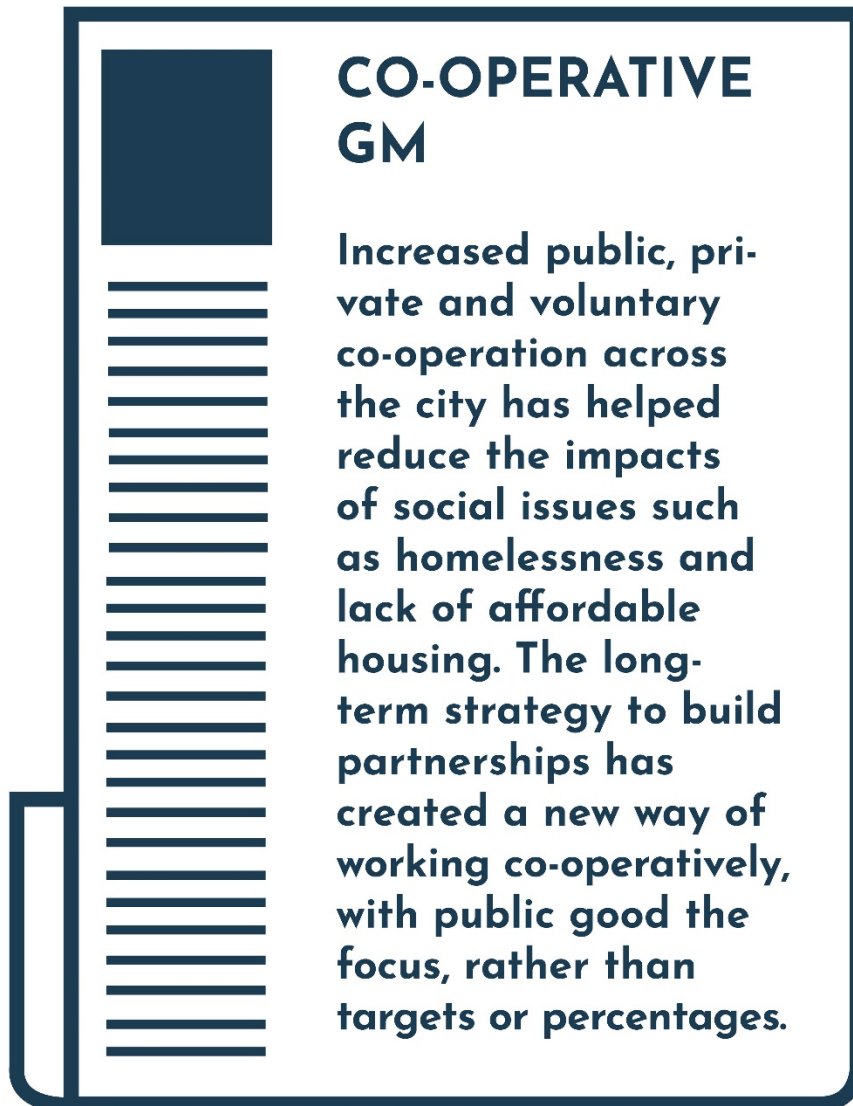
OUR PEOPLE, OUR PURPOSE, OUR GM

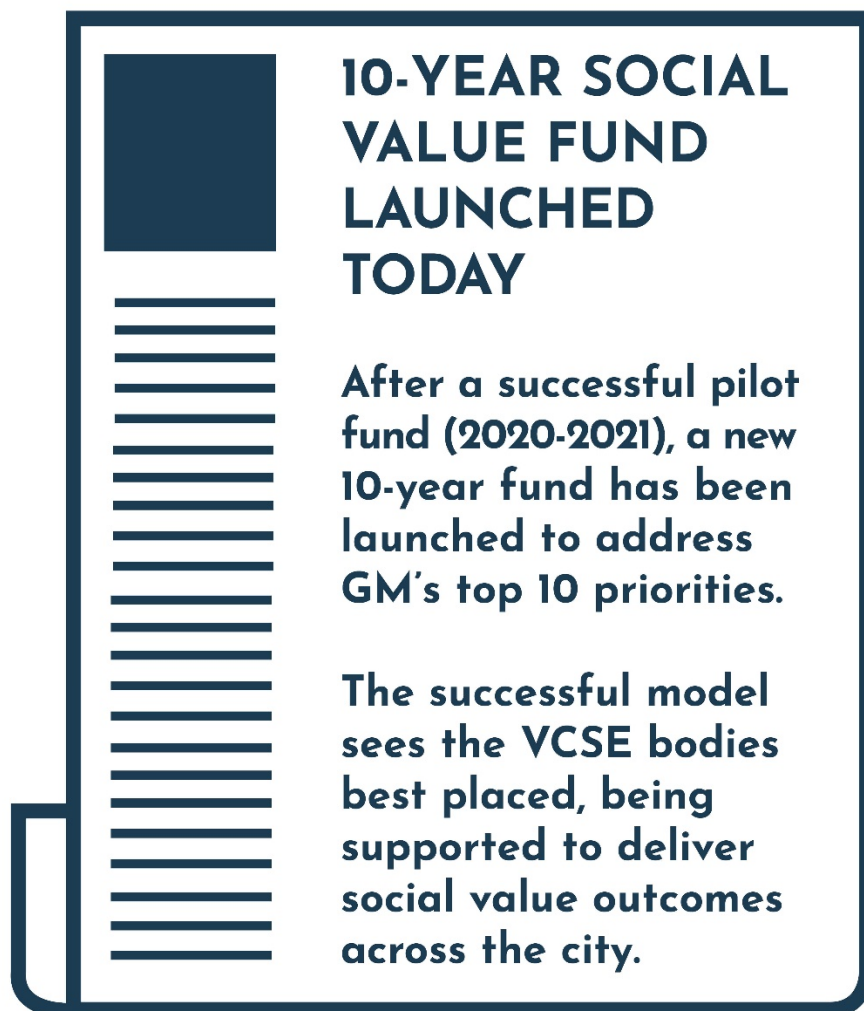
Widespread public understanding of Social Value in GM following successful GMCA campaign to communicate effectiveness of social value and what it means for our city for the public, private and third sector.



SOCIAL VALUE UNLOCKS HUNDREDS OF MILLIONS IN BENEFIT FOR GM RESIDENTS

Having invested in working with the VCSE, GMCA has seen hugely positive results in maximising social value from all public spending. A recent evaluation has highlighted the contribution to a more inclusive economic growth over the past 4 years. Invest to save has worked.





Workshop 2 – procurement leads





MAXIMISING LOCAL ASSETS REDUCING SERVICE DEMAND

The approach to maximising assets across GM has had a major impact on service demand. Physical assets (buildings/ infrastructure), people & communities and businesses have been successfully leveraged to enhance social value locally, generating more inclusive growth across the city region and this has been evidenced to have led to reduced demand for public sector services.



MILLIONS REINVESTED INTO GM SUPPLY CHAIN

Creating more jobs for local people, businesses thriving as 30-day invoicing feeds through the tiers. All employees are paid a living wage, no zero hours contracts. Volunteering allows reinvestment back into services and local communities.



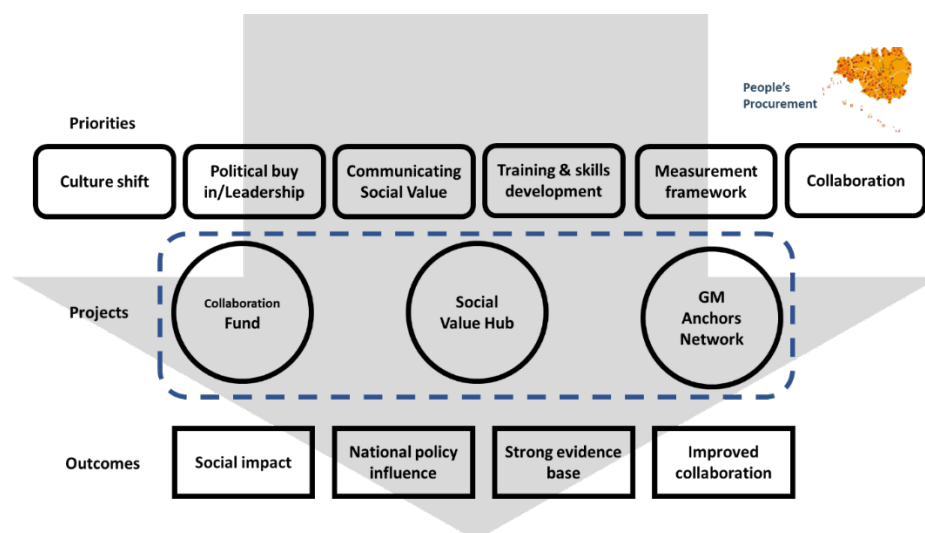
WYTHENSHAW SEES MAJOR GAINS IN HEALTH

Social value outcomes in Wythenshawe are argued to have contributed strongly to the rapidly improving health outcomes being witnessed. The thriving local business scene in Wythenshawe combined with a growth of living wage employers is reinforcing these health gains as unemployment due to ill health is at an all time low.

7. Next steps

An emerging strategy

The six priorities for action and the three projects for development provide the basis of an emerging strategy for the future development of the Social Value agenda in Greater Manchester. There are clear connections between the three project ideas, such that they may be considered as one project, with the Social Value Hub as the focal point, a reference group which provides support and advice, and a dedicated fund to support the mobilisation and activation of the best ideas that emerge from greater collaboration. Each project idea feeds and reinforces the others, and collectively they address the six priorities for action.



Greater Manchester Social Value Network – Business planning

Participants expressed a desire to move forward with these ideas and start to develop a business plan with a focus on the short-term resources for developing the vision and getting projects off the ground. The GMSVN has proposed a business planning away day to move these ideas forward.



“We don’t have to wait for Andy. The whole idea of the GM Strategy was that it should empower people to get on to what they think needs to be done – don’t wait for him to say yes”

Dave Rogerson, GMCA

Appendix 1: Workshop participants

VCSE Leads workshop

- Anne Lythgoe, Salford CVS
- Dave Packwood, Barnardo's
- Laura Stott, United Response
- Marie Graham, GMCVO
- Matthew Baqueriza-Jackson, Independent consultant
- Nigel Rose, MACC
- Stewart Lucas, GM/c Mind
- Tess Gregson, 42nd Street

Procurement Leads workshop

- Colette Humphrey, Wythenshawe Community Housing Group
- Gaynor Wright, Bolton Council
- Lewis Sinkala, North West Construction Hub
- Liam Reynolds, Wigan Council
- Lorraine Cox, STAR Procurement
- Mark Storey, Salford Royal Foundation Trust
- Peter Schofield, AGMA
- Sarah Janusz, Bury Council
- Todd Holden, Greater Manchester Growth Company

Joint workshop

- | | |
|--|--------------------------------------|
| ○ Andrew White, STAR Procurement | ○ Liz Windsor-Welch, Action Together |
| ○ Beth Perry, Sheffield University | ○ Matt Ainsworth, GMCA |
| ○ Catherine Durose, Birmingham University | ○ Nick Fairclough, GMCA |
| ○ Chris Dabbs, Unlimited Potential | ○ Nigel Rose, MACC |
| ○ David Rogerson, GMCA | ○ Peter Schofield, AGMA |
| ○ Joy Sewart, Greater Manchester Chamber of Commerce | ○ Rachel Jones, United Response |
| ○ Karen Smith, Boo Consulting | ○ Steve Boyd, Oldham Council |
| ○ Liam Reynolds, Wigan Council | ○ Vicky Ramsden, Bolton at Home |
| ○ Lisa Quigley, GMCA | |



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