CarnegieUK
T R U S T

CHANGING MINDS • CHANGING LIVES

THE ENABLING STATE
IN PRACTICE

EVIDENCE FROM INNOVATORS

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August 2016

Contents

Introduction

FOR OVER 100 YEARS, THE CARNEGIE UK TRUST HAS BEEN SUPPORTING AND ADVOCATING FOR COMMUNITY-LED AND 'BOTTOM-UP' APPROACHES TO DECISION-MAKING AND DEVELOPMENT.

Our Enabling State journey started in 2012 with the aim of describing the shift that we were beginning to see in the delivery of public services: a shift from a welfare state to an emerging enabling state (see figure 2). In our Weathering the Storm review of public sector responses to austerity (Carnegie UK Trust, 2012) we found that some governments were focusing not on retrenching, but on rethinking the relationship between the state and communities and citizens (see figure 1).

This shift is characterised by a recognition that traditional 'top-down' approaches can no longer solve the complex social problems that we face as a society. It also shows that the state needs to play a more facilitative and enabling role which empowers individuals and communities to have more control in order to improve their own and our collective wellbeing.

The state can be excellent at providing standardised services, but its ability to improve wellbeing across all circumstances is limited. Certain areas of our wellbeing can be best improved through our interactions with friends and family and through community activity. There is clear evidence that people wish to be in control of their own lives. There is also evidence that feeling in control is a factor in better physical and mental health. So it goes with the grain of both our individual and our collective interest to seek to maximise that control.

If we are to continue to improve wellbeing, a fundamental rethinking of the state's relationship to citizens and communities is required. The state should continue providing the public services that it excels at. It must also take on a new role, that of the 'Enabling State', empowering and supporting communities, individuals and families to play a more active role in improving their own wellbeing.

Progress towards this shift is occurring in a piecemeal way, which reduces the potential for transformative change and increases the risks that we leave behind the most vulnerable in our society.
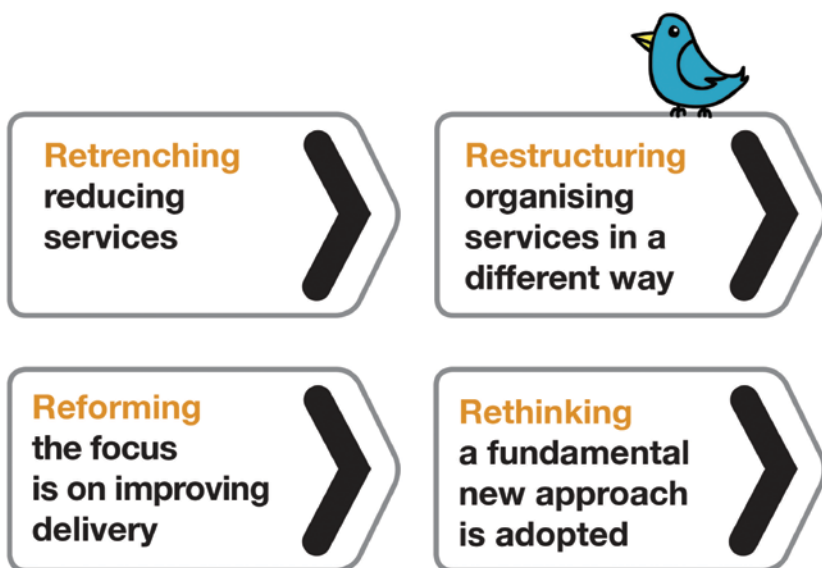

Figure 1: Key findings from Weathering the Storm, Carnegie UK Trust, 2012
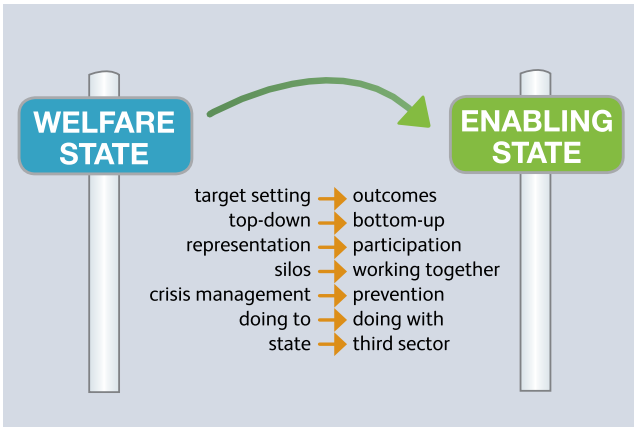
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Figure 2: Key aspects of the shift from a welfare state to an enabling state, from The Rise of the Enabling State, Carnegie UK Trust, 2013

Figure 3: Sir John Elvidge discusses the Enabling State with citizens at the launch event in 2014

The eight steps set out in our Route Map to an Enabling State (Carnegie UK Trust, 2014) provide a guiding set of principles by which this shift can be accelerated whilst mitigating against some of the risks.

This report updates the Routemap with the knowledge generated from our Enabling State Challenge. These innovators from across

the UK show us the current 'state of play' of the developing Enabling State and highlight further the characteristics of successful 'enabling' approaches.

Martyn Evans
CEO Carnegie UK Trust

8 steps to an enabling state

1 GET OUT OF THE WAY

2 GIVE PEOPLE PERMISSION TO TAKE CONTROL

3 HELP PEOPLE TO HELP EACH OTHER

4 HELP PEOPLE TO DO MORE

5 GIVE PEOPLE MORE RIGHTS

6 MAKING ENABLING THE NEW NORMAL

7 INVESTMENT IN DISADVANTAGED COMMUNITIES

8 TANGIBLE FOCUS ON WELLBEING

THE ENABLING STATE

About the Challenge

THE ENABLING STATE CHALLENGE WAS OUR CONTRIBUTION TO MOVING THE RHETORIC INTO A MORE PRACTICAL REALITY BY HIGHLIGHTING AND SHOWCASING THE ENABLING APPROACHES ALREADY BEING ADOPTED AND PRACTISED ACROSS THE UK.

We launched the Enabling State Challenge in 2015 with an open call for submissions from people and projects who were working in ways that resonate with the Enabling State model. We were pleasantly surprised at not only the number of applications we received, but at the high quality of the projects and the impact they've had. It left us with the challenging but enjoyable job of short-listing and then selecting the winners.

The team at Carnegie UK Trust visited each of the winners to find out more about their experiences of working in an enabling way. We interviewed multiple people from each project including service managers, practitioners and service users. All the interviews were recorded and transcribed to allow us to carry out a more
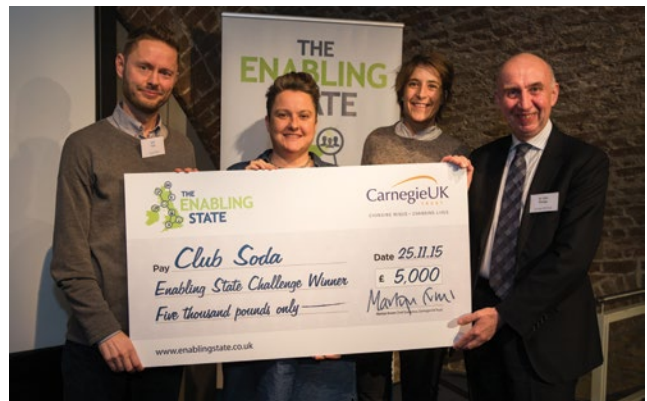

Figure 4: Overall winners Club Soda, receiving their award from Sir John Elvidge

detailed analysis. Our aim with the interviews was to get behind the video stories and explore in more depth why and how these new ways of working had emerged and what had helped or hindered them on their journey.

The Enabling State Challenge Process

LAUNCH
May 2015

APPLICATION CRITERIA

3 minute video

Demonstrates 1 or more of the 8 steps

Innovative

Partnership working

Learning and transferability potential

122 ENTRIES RECEIVED

21 SHORTLISTED
reviewed by expert panel

6 WINNERS
selected by expert panel to each receive **£5,000**

PUBLIC VOTE
opened in September for 1 month

WINNER OF PUBLIC VOTE
to receive additional **£5,000** revealed at the event

The 8 Steps to an Enabling State

1. Getting out of the way

Route map: Government should stop doing things which discourage or prevent individuals, families and communities from exercising control over their own lives or contributing to their shared wellbeing.

Overall, only a quarter of the 122 submissions that we received identified with this aspect of an enabling state. But as our winners showed 'Getting out of the Way' doesn't mean the rolling back of the role of the state. Our Enabling State winners all identified a connection with the state and show a different type of relationship emerging. None of our winning projects described having no relationship with the government.

The state provided funding for all of our innovators, sometimes in the form of start-up funding and sometimes more directly through grants or commissioned services. For some of the projects, financial support was the extent of the relationship, with the Cabinet Office and Public Health England both cited multiple times in this role.

Where the state has placed a more active and directive role it has often been at local government level, and in these cases, we saw a more hands-on approach, which relied heavily on building relationships between individuals (see for example Box 1).

For many of our innovators, notably those with less clear sponsorship from local government, state bureaucracy remained a major obstacle. These issues centred around risk management, regulation and paperwork, though most took a pragmatic approach:

Figure 5: The Community Catalysts team receiving their award with Simon Parker, member of the expert panel

Box 1: Community Catalysts Micro-enterprise Project bridging the gap between community services and the Council

communitycatalysts®
unlocking potential effecting change

The Worcestershire Micro-enterprise Project is a partnership between Community Catalysts, Worcestershire County Council and local people. Community Catalysts is a social enterprise and Community Interest Company.

The project aims to help local people to support other local people on a very small and human scale and is underpinned by 2 core beliefs:

1. People who need help to live their lives (eg people who are older, disabled or have a health condition) should have a choice of small, local, high-quality services and supports.
2. With the right help, local people have the skills and motivation to establish new enterprises and ventures that can offer these services and supports.

The project is supported by an advisory group of representatives from the council, local agencies and the community and has two main roles:

- Providing help, advice and information to people with good ideas for a new venture or enterprise. Helping them to understand the care world, link with statutory agencies and think about the quality and sustainability of their venture.
- Working with the council to help them to understand and address the barriers faced by community 'care' ventures and to create new systems for the future.

The community enterprises and ventures offer support in really flexible (and often unusual) ways and with an emphasis on putting people first. Examples include enterprises that support older or disabled people to socialise, learn skills, keep fit or get a break from their caring responsibilities. Since the project was launched it has nurtured 68 community micro-enterprises and ventures. Between them they have capacity to support 1,712 people. They have also created 98 jobs and 175 volunteering opportunities.

'For some schools, especially when we work with very "hard to reach" young people, there is a lot of risk assessment paperwork. We don't expect schools to just let us in.'
ENVISION

For others, the challenge arose in relation to the commissioning models used which were often overly prescriptive and inflexible, resulting in the inability of some of our projects to secure funding, access clients or deliver a service on their own terms in ways which empower service users.

'They're difficult conversations to have at the moment, because of the way funding works and because we don't fit into any box.'
CLUB SODA

'We had nobody funded by social services because we would have had to be on a list and that's a big barrier.'
MICRO-ENTERPRISE PROVIDING CARE SERVICES, WORCESTERSHIRE

2. Giving permission

Route map: We need to create a culture that recognises the benefits of citizens acting with agency and being engaged in improving wellbeing.

Figure 7: Students taking part in the Community Apprentice programme in Birmingham

Less than one in five of the submissions to the Challenge identified with this aspect of the enabling state (18%). Similarly, most of our innovators were not stories of people who had been given permission by government to act in a new way. Rather, they were stories of people who had taken the initiative themselves to do something different, despite the traditional model of public service design and delivery. There was a distinct sense of going against the grain in many of the conversations that we held with innovators.

Both reactive and proactive motivations are present in most of our case studies (see figure 6).

For some, the weaknesses in the existing system offered an opportunity, a gap in the market, to provide an alternative option – either by adapting existing provision or by developing something completely new:

'Through years of delivering care and support, there's a culture which is an old-fashioned culture of care delivery that we wanted to change.'
SOUTH YORKSHIRE HOUSING ASSOCIATION

'We weren't being effective and meeting very individualised support for people, and we recognised that probably we didn't have providers who were going to be able to change particularly quickly or sufficiently to fill that gap in the market.'
WORCESTERSHIRE COUNTY COUNCIL, SPONSORS OF COMMUNITY CATALYSTS

Personal experience of traditional public services not meeting needs was another key driver, for example, where people were not being supported because they didn't meet strict criteria. Setting up a new organisation, while challenging, allowed some of our innovators to establish their own culture from the outset:

'I realised there really wasn't anything to help anybody like me, who wanted to do a self-guided journey to change their drinking.'
CLUB SODA

REACTIVE
Reduced budgets, increasing demand for services

PROACTIVE
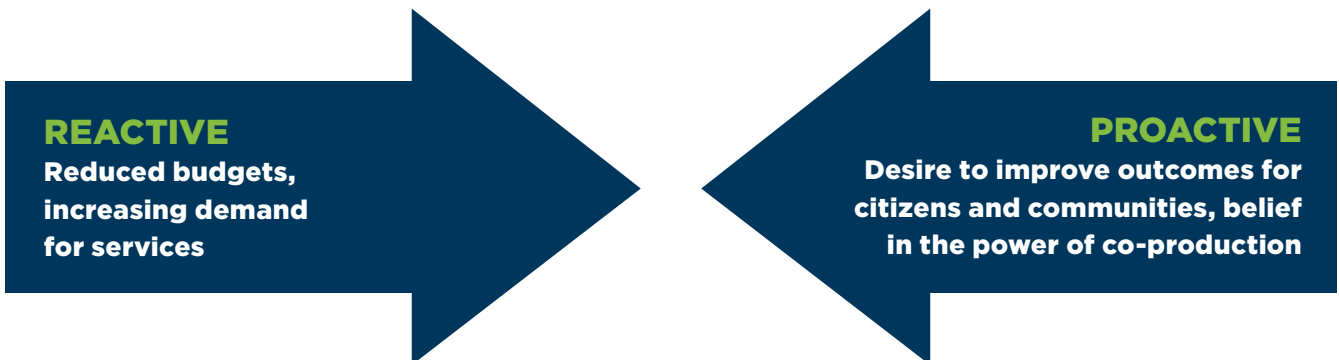**Desire to improve outcomes for citizens and communities, belief in the power of co-production**

Figure 6: Drivers for an enabling state

Box 2: Envision Community Apprentices – building citizen engagement through young people's participation

Envision is a charity established in 2003 by four young people with the aim to inspire and enable young people to solve social and environmental problems. It is based on the belief that all young people have their own potential to make an impact.

Envision's Community Apprentice programme is an interschool competition for 16 to18-year-olds operating in Birmingham, Bristol and London. The programme is based loosely on The Apprentice TV series and challenges teams of young people in schools to identify problems in their local communities and make the biggest impact possible in solving them. During this process, the young people are developing and demonstrating that they have the qualities which mark them out as change-makers.

The Birmingham programme partnered with 20 schools to identify the students who would benefit most from this volunteering opportunity. The young people themselves decide what they want to change and how they want to change it.

Over 10 months, they are guided and supported by the team at Envision as well as organisations and businesses within the local community to develop and implement a successful change project. Throughout the programme, young people develop a portfolio of employability skills including communication, resilience, planning, problem solving, leadership and empathy.

They graduate with a competencies profile setting out examples from the programme to demonstrate these qualities in the future. All of these competencies are developed through the practical challenge of tackling problems young people identify in the local community. Projects range from developing healthy-eating classes for primary school children to renovating the grounds in an old people's care centre.

The programme not only aims to enhance young people's employability potential, but it also builds a culture of participation, equipping the next generation to build a better society for all of us.

However, for some of our winners, the state itself has been a driving force for positive change. The current financial climate has forced local governments to rethink what services they deliver and how they deliver them. A natural assumption might be that given this pressure, the default position would be to cut services, yet the examples from our winners highlight much more positive and innovative responses from local authorities. For example for one of our projects, the local council team worked intensively with the organisation to implement a new model of working that, despite funding cuts, has allowed more people to benefit from support and become empowered.

One of our innovators, Envision's Community Apprentice programme (Box 2) was explicitly set up to develop a culture of participation and engagement in local social issues. The project provided young people with permission to act to improve their local area.

3. Helping people to help each other

Route map: Facilitate mutual support within and between communities.

When we surveyed people across the UK in 2015, we found that 43% reported that family, friends and community that had the biggest influence on their quality of life. Asset-based approaches to public services which take into account the wider resources available in our communities have been developing for some time. The submissions to the challenge back this up, with 89% of those who entered identifying with this aspect of the Enabling State.

Our innovators often went beyond empowering the people they worked with and asked those people to then go on to help others in their community. For example, the people who engage with South Yorkshire Housing Association's Eat Well project were encouraged to link up with people who lived locally and do meal planning and shopping together so that they could take advantage of deals and reduce food waste.

This ethos is at the heart of the work of Club Soda (Box 3), which empowers people to choose their own goals in relation to their drinking and brings people together to support each other in achieving their goals. It does so through providing online support (community rooms to chat, buddy matching, connecting individuals with experts and perks) and also friendly socials, supportive workshops, and inspiring events.

A number of our innovators described experiences which blurred the lines between providers, volunteers and users. For example, users of Club Soda were setting up a 'branch' in their local area:

Figure 8: Lively and enjoyable gatherings are a key part of Club Soda's approach

Box 3: Club Soda – building a peer-support community

Club Soda is a social business and healthy lifestyle brand created to help people change their drinking whether they want to cut down, stop for a bit, quit or stick. It is based on behavioural change science. Club Soda is aimed at the 1.8m people in the UK who drink above the recommended amount, and want to change their drinking. Excessive drinking is not an easy issue to talk about with close friends or work colleagues, as there can be huge stigma and embarrassment.

Moreover, there was limited availability of appropriate support and services to help people undertake a self-guided journey to change their drinking. There were a number of services and support aimed at dependent drinkers, but no support for those who weren't dependent and didn't identify with the label 'alcoholic'.

The approach of bringing people together is based on evidence which shows that individuals are more likely to succeed in their drink-related goals if they use more than one behaviour change technique at a time. Their success is further improved if they have access to social support (both practical and emotional) and the ability to compare their drinking (both current and hoped for) with others and practise their new behaviours in normal social situations.

It launched in January 2015, with the help of a Cabinet Office start-up loan and since then, has gained over 3,000 members across the UK as well as internationally.

'We're going to be coordinators, getting in contact with people, organising the evenings, setting up the dates, sending meet up notices out.'

CLUB SODA USER

In Worcestershire, the organisations supported by Community Catalysts were voluntarily meeting up to provide advice and guidance to each other through a peer-support mechanism:

'It's very much about networking and getting people together and seeing where we can share resources and help each other.'

WORCESTERSHIRE MICRO-ENTERPRISE CARE SERVICE

At one networking session, the micro-enterprises held a crowdfunding event with each pitching to their peer group. The 'winner' took home the kitty of over £300.

The majority of our innovators described signposting as a key aspect of their work. For the newer organisations, such as Club Soda, established with the aim of empowering people, the emphasis was on offering support to the end user both directly and by creating opportunities for peer support.

4. Giving people help to do more

Route map: Government should boost capacity by transferring assets to communities or giving them scope to acquire assets.

Overall, two-thirds of the submissions to the Challenge identified with this aspect of an enabling state with many referring to assets in a very broad way (67%).

Only one of our winning projects related to an asset-transfer project. Between April 2012 and March 2015, Durham County Council (DCC) carried out one of the largest asset-transfer programmes in England. The programme has supported a network of sustainable community buildings, put control into the hands of local people and enabled communities to find solutions to local and individual needs.

With support from the Council, local groups have built capacity, strengthened governance and developed robust business plans, cash-flow forecasts, policies and procedures to ensure they can be viable and fit-for-purpose to support their communities in the future. A key feature of the programme has been the hands-on help and mentoring provided by council officers and partner organisations.

At Durham County Council asset transfer was seen as enabling communities to take control of services they valued, giving them the opportunity to innovate and access alternative resources for community buildings. Asset transfer was consistent with Government direction for a number of years, from the Quirk review in 2007 to the Localism Bill in 2011 and Community Rights proposals in 2011.

Figure 9: **Durham County Council receiving their award from Steve Wyler. Member of the expert panel**

Box 4: Durham County Council: Macrae House – transformative change through asset transfer

The Macrae House Community Centre, in Murton, has been highlighted by the Council as a stand-out building within the programme. Prior to asset transfer, the building was only used by 6 people for a weekly bingo session. In 2013, a group of local people requested to take on the building on a 30-year full repairing lease. The group worked with DCC, Durham Community Action, East Durham Area Action Partnership, East Durham Trust, East Durham Homes, Locality, Cranfield Trust and other community centres, to gain advice, guidance, mentoring and learn from best practice in order to run a relevant and enabling community centre.

The centre now has over 150 people using it weekly and successfully runs many projects that fully engage the community. The men's CREE – a men's health and wellbeing project similar to Men's Sheds – attracts previously 'hard-to-reach' individuals who often fall between the gaps of other service provision. They take part in various activities and socialise with others reducing isolation. 'Murton Mams' has provided opportunities for women to come together for a range of activities which have increased their skills, confidence and helped some to secure employment.

The personal journeys of those involved in the centre have, in many cases, been life changing. New skills have been learnt, self-confidence raised, an increased sense of wellbeing enjoyed and many people actively engaged in numerous social and fitness activities.

The key drivers of the project were Local Government Review, the economic climate and the importance of community buildings in community life.

'The motivation for the project came from the need to address the inconsistencies and complexities that existed under the former two tier council system which involved eight councils, it had also been a consistent Government policy for a number of years.'

DURHAM COUNTY COUNCIL

The subsequent reduction in budget served to sharpen the Council's focus on delivering community control, rather than retreat from the project, and resulted in a sizeable investment in the project in order to ensure it was achieved.

5. Giving people rights

Route map: Legislative and/or financial frameworks should give communities the ability to make decisions for themselves and with their communities.

The small scale nature of many of the submissions to the Challenge meant that they were not directly involved in shaping legislative or financial frameworks with less than a third identifying with this aspect of the Enabling State (31%).

While not often identified as key drivers, our winners did identify benefits from changes in frameworks to support their activities. In particular, direct payments in social care had changed the market for service delivery allowing Worcestershire's Community Catalysts

project. Similarly, the asset transfer work undertaken by Durham County Council was in line with the Localism Act 2011.

When faced with a funding shortfall, Cartrefi Cymru (Box 5) decided to change their model of working completely and focus more clearly on the rights of users to decide what support they wanted. Their new approach moved away from the previous model of set hour care plans and adopted a more flexible model of care which is focused on the desired outcome of the service user. Care and support are tailored to the requirements of each individual, as requested by them in their own words, when they need it. This new way of working has enabled people to move from a dependency on the floating support service to become more independent, have a better understanding of their rights to decide what support they want and when and become more involved in the local community.

Figure 10: Staff at Cartrefi Cymru provide support for services users based on what users want and need

Box 5: Cartrefi Cymru – putting power in the hands of users

Cartrefi Cymru is a not-for-profit organisation established in 1989 by a group of parents and activists. It aims to support people in Wales living with disabilities, autism, challenging behaviour and allows older people to live their lives at home and in their community.

Cartrefi Cymru's Floating Support Service supports people with learning disabilities in the rural area of Brecon in Wales. Previously, the floating support service had been delivered in a traditional top-down way via a set number of hours governed by care plans ie specific tasks, on certain days within set amount of hours. At the time, the service was providing a set 200 hours of care a week, supporting approximately 38 people in Brecon. Faced with funding cuts from the Government in 2013, the organisation decided that rather than reduce its service and therefore the number of people it supports, it would review its approach. Backed up by the Supporting People Team at Powys Council and working closely with service users and other stakeholders, Cartrefi Cymru designed a more person-centred, bottom-up approach.

In addition to this, opportunities created by Cartrefi Cymru have enabled service users to support one another in a way that they weren't doing in the previous top-down approach. Not only did the state play a supportive role in the design of this new approach, but it has also created the space for this new flexible and preventative way of working. This new approach led to an increase in the number of service users from 38 to 60 – whilst absorbing a reduction in support hours.

6. Making enabling the 'new normal'

Route map: Government should boost capacity by transferring assets to communities or giving them scope to acquire assets.

Allowing people to have more control over their own lives and the services they use is fundamental to improving wellbeing. An ethos of engagement is at the heart of an enabling approach and half of the submissions to the Challenge identified with this aspect of the Enabling State (49%). When we polled people across the UK in 2015, 55% of them felt that they had too little control over public services that they use. The majority (61%) went on to say that this had remained unchanged over the past five years, despite the range of Government programmes and legislative changes over this period.

This ethos of empowerment as a mechanism for improving outcomes for service users was evidence in the approach of all of our innovators:

'It allows people to live the lives they want to lead, rather than feeling like they're in a blooming school or something.'

CARTREFI CYMRU

'It doesn't tell me what I have to do, it gives me a space to work out what . . . and advice, but no more than that.'

USER, CLUB SODA

Emphasis was placed on different elements of empowerment over the six projects. Most of the projects spoke of the importance of giving people

Figure 11: Starting early with healthy eating messages at South Yorkshire Housing Association

choice as a means of empowerment. For some, the organisation or initiative was established to provide an alternative choice. Yet choice was also apparent within projects. For Club Soda, it was about providing a choice for customers as to which tools to use in order to achieve the goals that they have set for themselves. For Envision, it was about giving students the choice to decide which issue was important for them and decide how they wanted to tackle it.

There is no uniform language to describe choice and control, but co-production was used by a number of projects to describe their ethos. Projects were cautious to ensure that they were applying co-production principles in a meaningful way and not imposing them on people or using it in a tokenistic way:

'We're really pragmatic in our approach to coproduction in that its not about us handing over a blank bid document to our customers and saying, right give us an idea of what we can do on health eating. Actually it's about pairing our expertise with their expertise, to create and end product that's going to work.'

SOUTH YORKSHIRE HOUSING ASSOCIATION

Striving to enable and empower people doesn't mean a hands-off approach. What is evident from our innovators is that the ethos of empowerment requires a framework of support:

'I think they found the perfect balance of not carrying us but helping us to find our way.'

ENVISION COMMUNITY APPRENTICE STUDENT

This support takes shape in different ways. Our innovators describe providing training, advice and helping to build capacity.

For organisations who were seeking to change existing ways of working, an additional level of support from management to staff was explicitly noted as being part of the change process. Many reported feeling pushed out of their comfort zones and some were reluctant to move away from working in a way that they always had and where they believed they had been doing a good job. The innovators reported resolving these issues, but that it required time and care to support existing staff.

7. Investing in disadvantaged communities

Route map: To give everyone a fair chance to engage with a more enabling state additional support must be available for disadvantaged communities.

One of the inherent risks of the Enabling State is that it will reinforce inequalities in society, with those experiencing disadvantage less able to take up the opportunities for greater engagement. It is therefore critical that initiatives have focus on those who experience disadvantage. Over two-thirds of the submissions to the Challenge specifically focused on disadvantaged communities (69%).

This played out in different ways across our winners. Club Soda, for example, will waive membership fees for those who are on low incomes. The young people involved in Envision chose themselves to act on social issues like supporting refugees and asylum seekers. Envision spoke passionately about wanting to work with more targeted groups of young people, in particular those with Special Educational Needs, but were aware that they did not have the expertise to carry that out at the moment.

The Community Catalysts project was designed to support micro-enterprises, who offer support to a range of people experiencing disadvantage. The Council recognised the need for increasingly personalised care for individuals who were experiencing multiple and complex issues. Their sponsorship of the Community Catalysts micro-enterprise project was a mechanism to provide services to these groups in the most local and creative way possible.

Where projects were specifically about engaging with disadvantaged groups, directly or indirectly, they spoke of the need to carefully design programmes around their needs and to resource them sufficiently.

When working with those who experience disadvantage, our innovators focused on the strengths and assets that people bring and avoid activities that stigmatise people. For example, South Yorkshire Housing Association's EatWell programme used links with a local restaurant to build a programme on healthy eating that anyone would want to engage with. Some commented specifically that this is a major difference to mainstream public services which focus on identifying and targeting need.

Interestingly, most of the innovators faced resistance to change from service users and communities themselves. This was often described by the winners as being due to a history of dependency or expectation as to the role of the state and what it should and has historically provided:

'It's a cultural change that we face. It is about incentivising people to do the thing that's right for them even though it might be more difficult.'
SOUTH YORKSHIRE HOUSING ASSOCIATION

'It's quite a change in the message for people that have always expected council support or funding.'
COMMUNITY CATALYSTS

Figure 12: Envision receiving their award from Karl Wilding, member of the expert panel

8. A focus on wellbeing

Route map: A strategic focus on the environmental, social and economic outcomes that matter rather than process or input creates the conditions for a more holistic, flexible and preventative approach to public service delivery that is crucial to a more enabling approach.

Since 2010 the Trust has been involved in the developing field of measuring and understanding wellbeing, identifying four dimensions of wellbeing (see figure 13). A clear majority of submissions to the Challenge identified with this aspect of the Enabling State (80%).

Our winners often set up their projects in such a way as to avoid narrow interpretations of what they were trying to achieve. Their interest was in improving people's lives and finding ways to do that that were more effective. So while each had a specific focus, they talked extensively about the wider impact of their work:

'It's a holistic approach, it's not a health service, there's an underpinning of health and wellbeing but its more than that, it's about socialising as well.'

CLUB SODA USER

Figure 13: Carnegie UK Trust's four dimensions of wellbeing

Many described an ethos of 'going the extra mile' to ensure that people's needs were being met:

'The one thing we're trying to do with the people that come here is do this seamless service . . . if we get requests from families to do bits of extra, like pick them up in the morning and bring them here because their loved one trusts us, then we'll do it because continuity is important.'

MICRO-ENTERPRISE CARE SERVICE IN WORCESTERSHIRE

All of our innovators worked in partnership with others to achieve their outcomes. The form of these collaborations and partnerships was varied, from the very informal such as in-kind support and signposting, to formal contractual arrangements.

Many of the partnerships were cross-sectoral. All but one of our innovators worked with third-sector organisations and half worked proactively with private sector organisations. Interestingly, for the projects that worked with the private sector, these arrangements were based on reciprocity rather than financial transactions:

'The relationship with Nourish [a local restaurant] was based on working with them on a kind of skills exchange.'

SOUTH YORKSHIRE HOUSING ASSOCIATION

'We find that some of the large companies, especially we've found construction companies and those which are quite visible in the community, they're really keen to help community-focused projects like ours and keen to give support.'

ENVISION

For Envision, active collaboration with businesses was particularly important, as it provided credibility for the learning and experience they were providing for young people.

As might be expected, not all of the collaborations were with external partners. For Durham County Council, internal collaboration with other teams and departments has

Box 6: South Yorkshire Housing Association
Eat Well – a focus on wellbeing

The South Yorkshire Housing Association (SYHA) works with its customers to settle at home, live well and realise their potential. In October 2014, they ran a five-month, customer-led, healthy-eating project EatWell funded by Public Health England. The project is centred on the New Economics Foundation's '5 Ways to Wellbeing' framework and aimed to support people to develop healthy eating habits, improve their diets and reduce the number of takeaway and ready meals eaten in areas of Sheffield with the greatest need.

Central to the EatWell project was SYHA's innovative approach to co-production. The project has been coproduced at every level with its intended beneficiaries, from working with participants to co-design all elements of the project to working with participants to facilitate their role in co-delivering the project. The project also used a scaled model of co-production to ensure the project achieved influence at an individual, community, city-wide and regional level. Handing the lead over to customers resulted in a health and wellbeing project that had a fundamentally different look and feel.

The project brought together an innovative partnership between SYHA staff teams, customers, communities and the public and private sector. The partnership with restaurant chain, Nourish, allowed SYHA to utilise Nourish's public sector links and expertise in nutrition to help develop elements of the programme. The partnership was based on a skills and resource exchange rather than on financial transaction; pioneering an innovative approach to collaboration across different sectors.

An evaluation from Sheffield Hallam University on the short-term outcomes and impacts has proven the positive effect of the project on the wellbeing and health choices of those who took part.

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been equally critical to the success of the programme, demonstrating the impact of a joined-up approach:

'All Services have been involved in it and it has helped us all to understand community needs and build an holistic response rather than address issues separately.'

DURHAM COUNTY COUNCIL

All but one of our innovators had a relationship with a local university which provided expert guidance and occasionally evaluation support, and in one case, with the service hosting student placements. The value of the relationship with the university is not only from the production of robust evidence but, perhaps more importantly, to provide credibility and confidence in their work. This can be important when seeking to secure additional resources

in order to scale up or work with new groups, where there may otherwise have been scepticism about new ways of working:

'We really see and value our role in health improvement but there is not significant evidence to prove it. We're constantly trying to build that up.'

SOUTH YORKSHIRE HOUSING ASSOCIATION

Whether collaboration occurs internally or externally, what is clear from our innovators is that the driver behind it has been a focus on what is best for citizens and communities and an acknowledgement that their organisation alone doesn't have all of the answers or expertise. This confidence and willingness to cede control, work with others and draw on their strengths is a key factor in allowing transformational change to occur.

Conclusion

The overall picture gathered suggests that the Enabling State approach is gathering momentum, due to a combination of reduced budgets and a desire to work differently to improve people's lives.

Not all aspects of the Enabling State are developing equally however. While a majority of the 122 submissions identified with helping people to help each other and had a recognisable focus on wellbeing, other aspects such as getting out of the way, giving permission to act, and giving people rights were far less common. It appears from our interviews that these relate much more to the structures and frameworks of public services which are beyond the scope of individual projects to tackle.

We found some examples in our winners of changes to the structures or frameworks for services. For example, Durham County Council's Community Building's Asset Transfer Programme has influenced the Council's approach and led to the development of the 'Durham Ask', which seeks to manage reductions in public spending by empowering communities to take control of the services and assets they most value.

Delivering any type of service requires considerable resources be they financial, human or physical assets. In the current public-sector funding climate, the pressure on those resources is rising as demand for them increases and availability decreases. It is therefore unsurprising that one of the most-common challenges faced by our innovators was securing resources. For some, this threatened their existence, for others, it limited their ability to scale-up their work.

The application of the Enabling State in practice is still piecemeal and fragmented. Even where green shoots exist, they appear to be examples of one team or group of individuals rather than the council or national governments as a whole, with some notable exceptions. The result of this fragmented approach is that elements of the traditional model still prevail and the government, in these circumstances, can still appear as more of a barrier than an enabler. In particular, the social enterprises amongst our winners struggled with not fitting the mould for funding and regulation.

What we are seeing is the existence of two models running in parallel. We have the traditional model which, although reducing, is still the default approach of many public services. Alongside this are an increasing number of fragmented enabling initiatives, struggling against a 'one size fits all' approach.

Our view is that the Enabling State is the system of the future for 'relational' services like health, care and education. These are services that will have to be increasingly co-produced for society to be able to continue to improve outcomes for citizens and communities. The challenge is how we navigate these dual systems and accelerate the move towards an more Enabling State.

Key findings

The Enabling State continues to develop but remains a reaction to weaknesses in the existing state provision, a stronger proactive narrative is required.

Structural, funding and regulatory barriers continue to impact on the ability of initiatives to take an Enabling State approach.

The Enabling State goes beyond a funding relationship with services. Initiatives thrive where they have a strong, direct relationship with government.

The Enabling State builds on an asset-based approach to help people help each other, blurring the lines between users and providers.

Peer-to-peer support can be invaluable for services using new delivery models, particularly where they go against the grain of mainstream public services.

Culture change takes time and space to develop. Some users and practitioners resist shifting to an Enabling State.

Cross-sectoral working and finding unusual suspects is essential to success and identifying added value.

Outcomes must be measured in the broadest sense, narrow output models inhibit initiatives from proving their wider impact on people's lives.

About the Expert Panel

THE 6 WINNERS WERE SELECTED BY AN EXPERT PANEL MADE UP OF KEY FIGURES FROM THE PUBLIC, THIRD AND PRIVATE SECTORS ACROSS THE UK.

Jennifer Wallace
Head of Policy,
Carnegie UK Trust
(Chair)

Sir John Elvidge
Carnegie UK Trust
Trustee & Former
Permanent Secretary
of the Scottish
Government

Will Haire
JRF Trustee & Former
Permanent Secretary
in the Department of
Social Development in
the Northern Ireland
Executive

Jackie Killeen
Director for Scotland,
BIG Lottery Fund

Susan Love
Policy Manager,
Federation of Small
Businesses Scotland

Ruth Marks
Chief Executive,
Wales Council for
Voluntary Action

Paul Nowack
Assistant General
Secretary,
Trade Unions Congress

Simon Parker
Director, New Local
Government Network

**Professor
Sir Adrian Webb**
Chair, BIG Lottery Fund
Wales Committee

Karl Wilding
Director of Public
Policy, National
Council of Voluntary
Organisations

Steve Wyler
Independent
consultant & former
Chief Executive of
Locality

The Carnegie UK Trust works to improve the lives of people throughout the UK and Ireland, by changing minds through influencing policy, and by changing lives through innovative practice and partnership work. The Carnegie UK Trust was established by Scots-American philanthropist Andrew Carnegie in 1913.

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This report was written by Tara Murphy and Jennifer Wallace, August 2016

RELATIONSHIPS PEOPLE CO-PRODUCTION LEADERSHIP LEARNING REFORM GOVERNMENT COMMUNITIES PREVENTION CAPACITY RISK WELLBEING CHALLENGE ENABLING INNOVATION STATE SUPPORT

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