

Equal



Cocreation and Consultation for Global Public Investment

Best Practices and Principles



EXPERT WORKING GROUP
ON GLOBAL PUBLIC INVESTMENT



Queen Mary
University of London
Global Policy Institute

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Eurodad (European Network on Debt and Development)	Save the Children
FORO Nacional Internacional	Southern Voice
Friends of the Global Fight	STOP AIDS
German Development Institute (DIE)	Sustainable Development Solutions Network
Global Fund Advocates Network (GFAN)	The Bill and Melinda Gates Foundation
Global Innovation Fund	The Global Fund to Fight AIDS, Tuberculosis and Malaria
Government of Mexico	UNAIDS
Government of Norway	United Nation Conference on Trade and Development (UNCTAD)
Health GAP	United Nations Development Programme (UNDP)
Health Poverty Action	United Nations Economic Commission for Africa (UNECA)
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EXECUTIVE SUMMARY

Since its inception, Global Public Investment (GPI) has been a process of cocreation, from defining the problem that it seeks to address, the principles that it sets out as a solution, and the ongoing deliberations of the Expert Working Group (EWG) to develop concrete proposals for its implementation. Therefore (and as highlighted by the EWG in their first meeting), for the EWG's deliberation to be representative and grounded in reality, its proposals must be consulted on with a broader segment of stakeholders. To inform the design of the EWG's consultation process and the ongoing cocreation of GPI, the EWG conducted this brief research on best practice in consultation and cocreation. This chapter presents the key outcomes from the research with a focus on the process of cocreation as considered part of the DNA of GPI.

Unpacking the concept of cocreation, as illustrated in the diagram below, is a first step in exploring its best practice. For GPI, it is not an either consultation or cocreation situation as two completely separate processes. Cocreation, with a clear goal of legitimacy, is the overarching process that encompasses iterations of participatory design and validation through consultation (illustrated in Figure 1 as a spiral of validation). GPI has started with codesigning the concept and its proposal, and will move into a phase of consultation with a broader key stakeholder base; the outcomes of which will lead into coproducing what GPI is and can be in reality, especially for the three themes of health, climate change and inequality. An extended spiral may emerge when the outcomes/plans of the coproduction process are put into practice, then a process of experience-led codesign may start the next set of loops. Experience-led codesign is another moment of 'grounding in reality' within the process of cocreation.

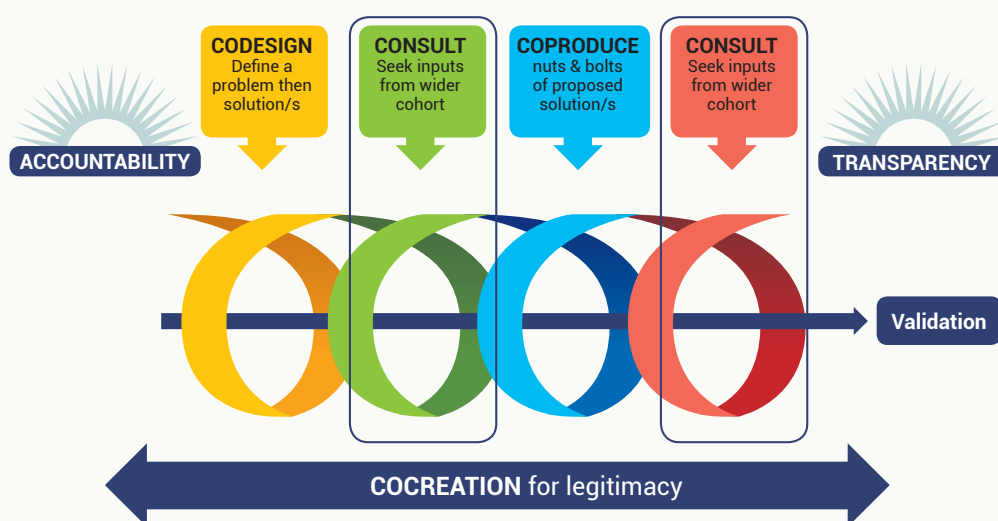


Figure 1: Cocreation spiral of validation

A clear focus on accountability and transparency should influence all phases of cocreation to ensure the aspired legitimacy.

The elements of best practice presented here are key success factors, challenges/bottlenecks, and key guiding principles of consultation and cocreation that were identified through research consulting organisations and experts involved in participatory policy making. As such, best practice simply means the *best* way of doing things, found through trial and error, evidenced by the impact and effectiveness of policies, programmes and methodologies.

The key **success factors** of cocreation that were identified from this research are synthesised below along four parameters: why (the purpose), what (the content), who (the people) and how (the process).

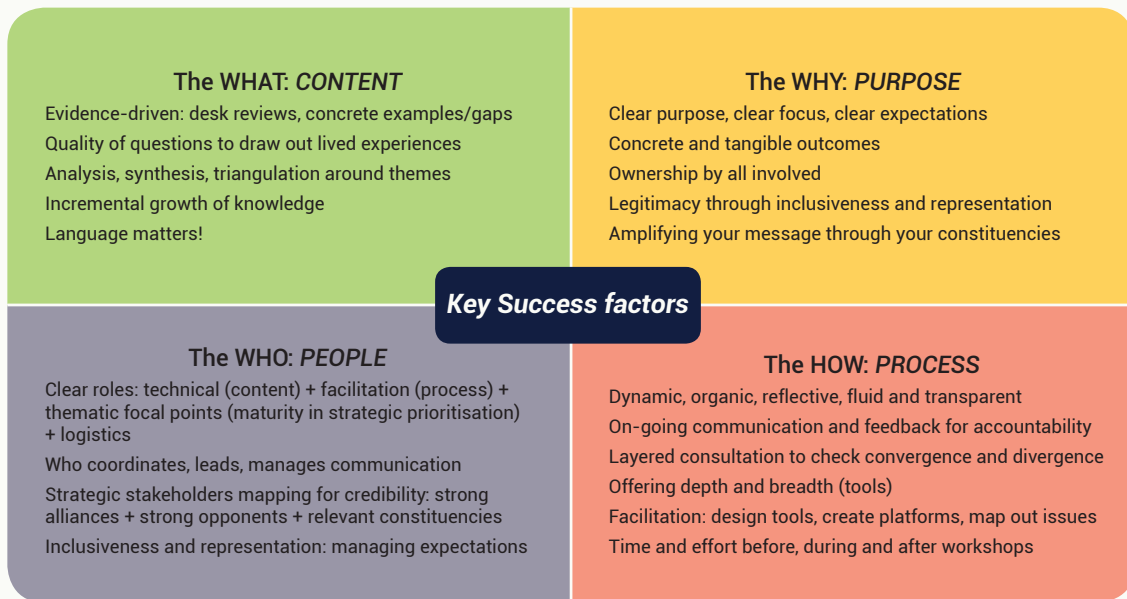


Figure 2: Key success factors in cocreation

A cocreation process is not without challenges or bottlenecks within its various phases. Some of these have more of a practical nature such as knowledge gap, process, technology and remuneration. Others are related more to the political nature of cocreation in terms of gaining trust, power dynamics and government buy-in. These issues turn into barriers unless addressed appropriately through practical as well as power-balancing strategies.



Figure 3: Challenges and bottlenecks in cocreation

Cocreation is an appealing 'buzzword', but in order for it to have meaning and legitimacy we must establish a strong foundation of key principles to guide its implementation. Some groundwork has been done by various organisations such as CIVICUS on developing such principles. The seven principles presented below (left) have been compiled from the analysis of various literature for this research. Another way of understanding these key principles is to analyse them through the lens of *People, Purpose, Process* and *Plan*, as presented below (right).

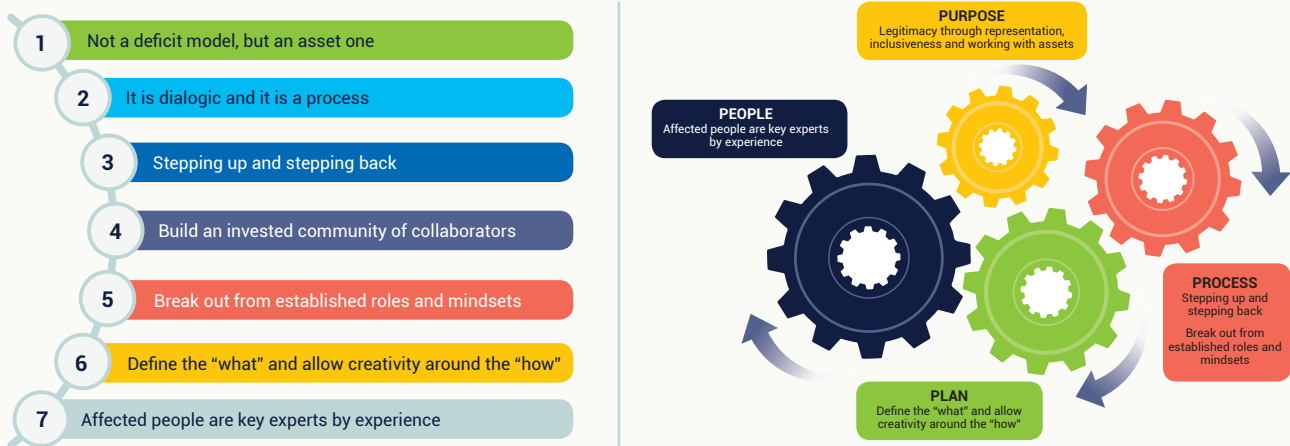


Figure 4: Key principles in cocreation

A consultation process on the GPI report is planned over the next few months, and for it to be successful, its scope needs to address the following four cornerstones:

- **Legitimacy:** Be based upon a strategic stakeholder mapping that ensures inclusiveness and representation of allies, opponents and interest groups.
- **Credibility:** Grounding its planning and implementation in reality with evidence-informed process.
- **Technically sound proposal:** Strengthen the viability of GPI and its contribution to solving the challenges of people and planet by seeking inputs from key stakeholders.
- **Politically attractive proposal:** Garner support for GPI both through the outreach process of the consultation as well as through the inclusion of key stakeholder concerns within its design.

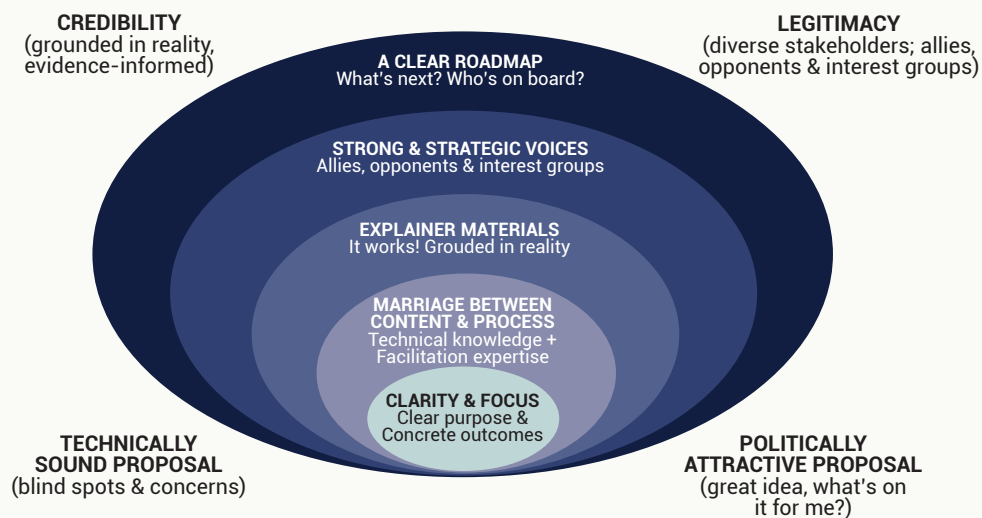


Figure 5: What does success look like for the GPI consultation process?

INTRODUCTION

'Cocreation' is in the DNA of GPI. GPI is transformative precisely because it calls for greater levels of 'cocreation' of policy solutions than is provided for by the current development paradigm. Furthermore, the concept of GPI emerged through a process of cocreation (in multi-sectoral deliberative roundtables with broad representation from leading civil society organisations and development partners from the global North and South), and it is in large part because of this genesis that GPI articulates a definition of the problem and solution that is deemed accurate by many. The EWG-GPI is a further iteration of cocreation of GPI, bringing together a diversity of expertise, perspectives and authority, to test, deliberate and coproduce the next level of granularity. Looking forward, GPI must continue to be cocreated in order for it to be translated into technically feasible and politically attractive applications.

In its first meeting, the EWG emphasised that for its proposals to be representative and grounded in reality, they must be consulted on with a broader segment of stakeholders. To inform the design of this consultation process and the ongoing cocreation of GPI, the EWG conducted this brief research on best practice in consultation and cocreation. The purpose of the research was to identify elements of best practice on consultation and cocreation in the international development sector that will then inform the design of the consultation phase of the GPI report over the next few months.

This research had three components: a desk review of sampled literature; interviews with key informants; and a workshop discussion of the initial research findings with the EWG Sub-Group on Cocreation. The key informants included stakeholders who are actively involved with GPI as well informants who are not involved in GPI but have expertise in cocreation. Organisations represented in the interviews were: The ONE Campaign, International Treatment Preparedness Coalition, UNAIDS, STOPAIDS, CIVICUS, Partners In Health and MASS LBP (See Annex 1 for informant names). Figure 6 shows the key questions that guided the interviews on two levels: a macro level overseeing the whole process and a micro level looking at the detail of carrying out a cocreation process.

This report presents the outcomes of the research focusing on the following three aspects:

1. Unpacking the terminology around cocreation and examining the link between cocreation and consultation.
2. Identifying aspects of best practice in cocreation by looking at key success factors, challenges and bottlenecks, and key principles underlying the foundation of cocreation.
3. Recommendations for the consultation process on the EWG-GPI report.

WHAT ARE YOUR INSIGHTS ON WHAT SUCCESS LOOKS LIKE FOR A GLOBAL CONSULTATION PROCESS?



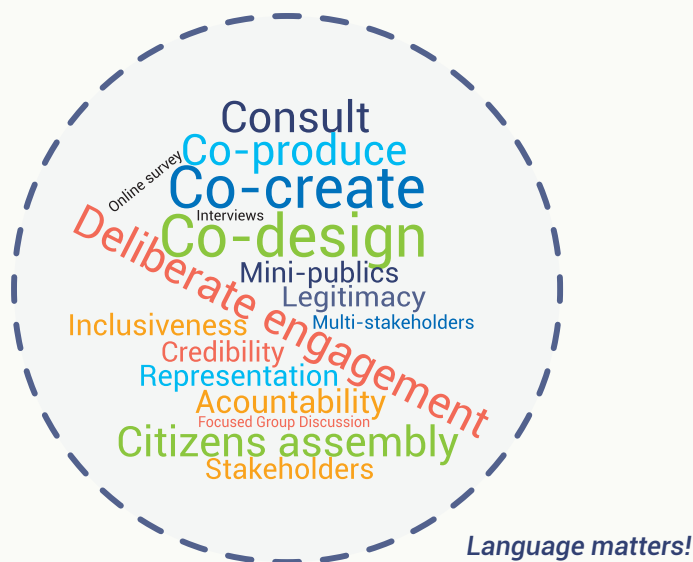
<div style="border: 1px solid #003366; padding: 5px; margin-bottom: 5px;">A BIRD'S EYE VIEW</div>  <ul style="list-style-type: none"> • What works? Examples? • What doesn't? Examples? • What bottlenecks/pitfalls to avoid? Examples? • Where does cocreation feature in the process? • What added value? 	<div style="border: 1px solid #003366; padding: 5px; margin-bottom: 5px;">A WORM'S EYE VIEW</div>  <ul style="list-style-type: none"> • Who do we focus on? • How can we develop a more strategic stakeholder mapping that ensures both inclusiveness and representation? • How big/ small a sample to make it meaningful, representative and inclusive? • How best to consult/ How innovative within limited time and resources?
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Figure 6: Research questions

CONSULTATION AND COCREATION: UNPACKING THE TERMS

Consultation and cocreation are often used interchangeably when referring to stakeholders' participation in the development of policies and programmes. As such, there can be ambiguity as to whether the two terms: mean the same thing; have a certain level of overlap; or have two completely different meanings and thus, implications. Therefore, this section will unpack the definitions and differences of consultation and cocreation processes.



In a process of *cocreation*, the goal is to build a solution that all participants can buy into as a result of them having ownership over the design. Founding assumptions are unpacked in order to gain deeper and shared understanding of reality and a shared definition of the problem(s) at hand, upon which solutions are designed and tested through deliberation. The starting point for cocreation then is about seeking understanding from diverse stakeholders whose collective knowledge and intelligence together constitutes an engine of creativity and innovative solutions. Therefore, a successful cocreation process has trust and ownership by those stakeholders at its heart. Successful cocreation processes recognise and seek to overcome the inherent inequalities and asymmetries between users or beneficiaries and experts or donors. Cocreation processes can be designed in numerous ways, depending on resources available and the context and issues for which they are used, and numerous tools and strategies can be used to facilitate the deliberative process. However, the common factor of cocreation processes is the intention and goal, and the way in which power is distributed evenly among participants. The results of cocreation processes are often concrete and future-oriented, with a high sense of ownership and endorsement from participants which helps to drive solutions forward towards implementation.

In the process of *consultation*, the scope of deliberation is far more bounded and the distribution of power among participants is much less equal. Key to this bounded scope and power dynamic are assumptions from those consulting and those consulted. The 'consulting' would have pre-defined assumptions that s/he would seek input on from the 'consulted', either to be confirmed or critiqued. In addition, the 'consulting' may seek input on what's missing. The starting point for consultation then is about giving feedback, where the analysis of which relies heavily on the capacity of the 'consulting'. The specific results will then fit into a pre-determined format and structure. A successful consultation process would check assumptions, discover blind spots and in/validate some pre-existing knowledge or hypothesis. Within both the public and international development sector, consultation processes are known territories to those involved, with clear expectations that do not necessarily change the status quo of power dynamics unless the 'consulting' decides to adapt based upon the findings of the consultation.

The following diagram summarises the key differences between consultation and cocreation:

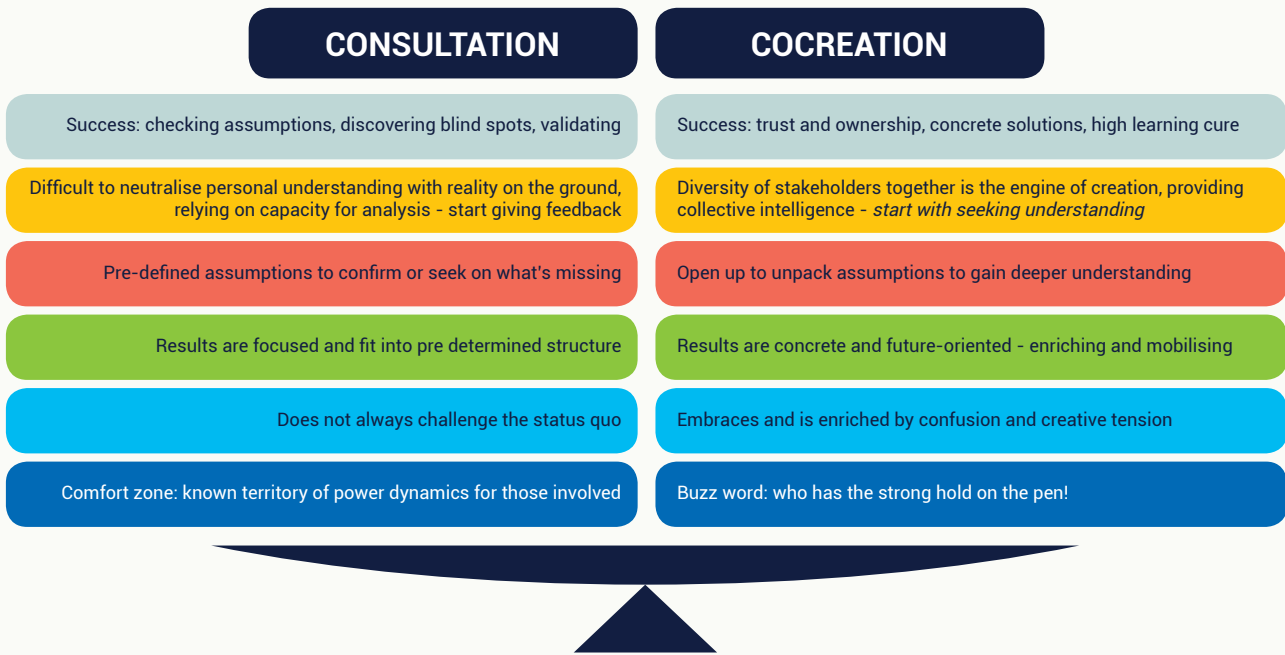


Figure 7: Comparison between consultation and cocreation processes

It is useful to conceptualise cocreation and consultation as related concepts along a continuum of *participation*. This is partly illustrated by Sherry Arnstein's (Arnstein 1969) 'ladder of participation', which ranks different forms of citizen participation in policy making based upon the depth of deliberation and decision-making power afforded by those processes. In line with this lens, cocreation can be seen as an umbrella concept for all forms of participatory policy making, while consultation is a subset of cocreation wherein the level of deliberation and the distribution of decision-making power among participants is more limited than other forms of cocreation (such as codesign and coproduction).

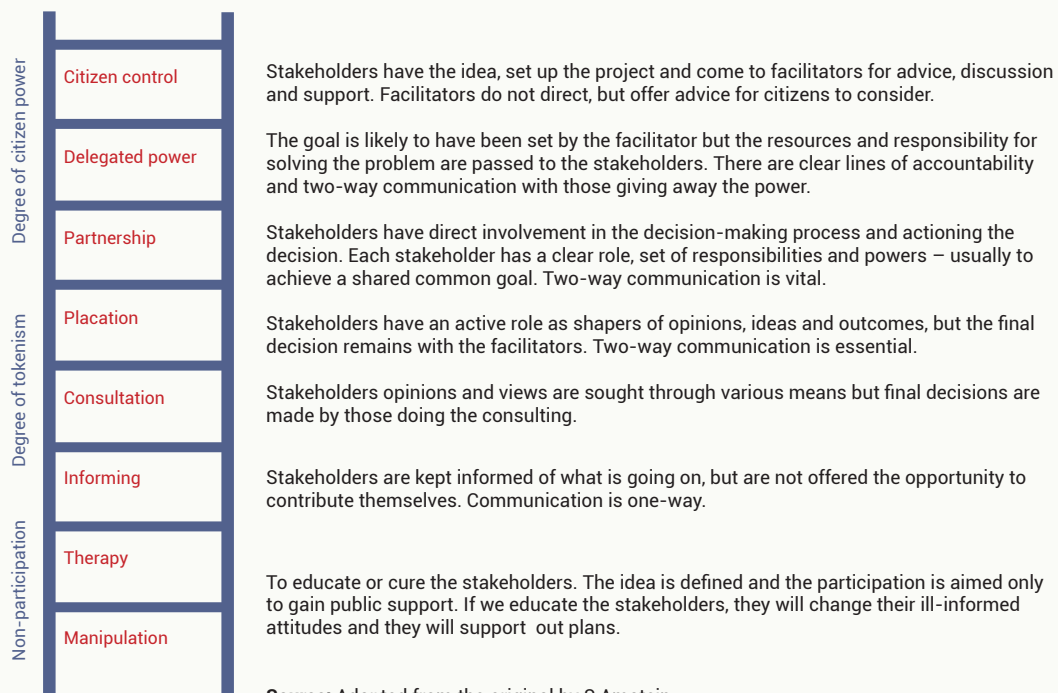


Figure 8: Arnstein's Ladder of Participation

As is discussed below, these different cocreation processes (as categorised by the scope of deliberation, participation and power sharing) do not necessarily have to exist in separate spaces but can co-exist in relation to each other and to other processes as well, to produce complimentary outcomes depending on context and purpose. For example, in the case of GPI, cocreation has always been the overarching process with the clear end goal of creating a legitimate proposal that speaks to the need of affected stakeholders. The commitment to cocreation started with a codesigning process with multi-stakeholders within the development sector, where they unearthed the critical role of concessional international public finance in responding to current and future global challenges, and the need for its remodelling. Global Public Investment (GPI) then emerged as a synthesis of these deliberations, which was presented publicly for feedback. This led to the formation of the EWG to cocreate the next layer of granularity. With full commitment to cocreation in order to produce a legitimate and robust solution, it is envisioned that the next phase of GPI is to broaden the stakeholder segment beyond the EWG (particularly to stakeholders in the global South whom the GPI proposal stands to affect most) in order to sense-check the EWG's deliberations. Synthesising the wider and deeper insights from this consultation, GPI will then move onto the next phase of coproducing specific applications and solutions. This is when the following questions will need to be addressed:

- What does success look like for GPI within the three major global challenges identified: health, climate change and inequality?
- What does success look like for GPI for the different stakeholders affected: national government, multilaterals, civil society organisations among others.

Then there may be a need for further consultation with a different scope, focus and level of detail. So, consultation and cocreation within GPI are not two separate processes, but indeed are iterations of ongoing validation that cuts across codesigning, consultation, coproducing and consultation again. The diagram below illustrates this ongoing iteration as a spiral of validation, moving towards legitimacy. An extended spiral may well begin to emerge when the outcomes/plans of the coproduction process are put to practice, such as pilot schemes for specific health or climate applications, at which point a process of experience-led codesign may begin a new series of iterations. These experience-led codesigns will provide new opportunities for 'grounding in reality' within the ongoing process of cocreation. A clear focus on accountability and transparency should influence all phases of cocreation to ensure the aspired legitimacy.

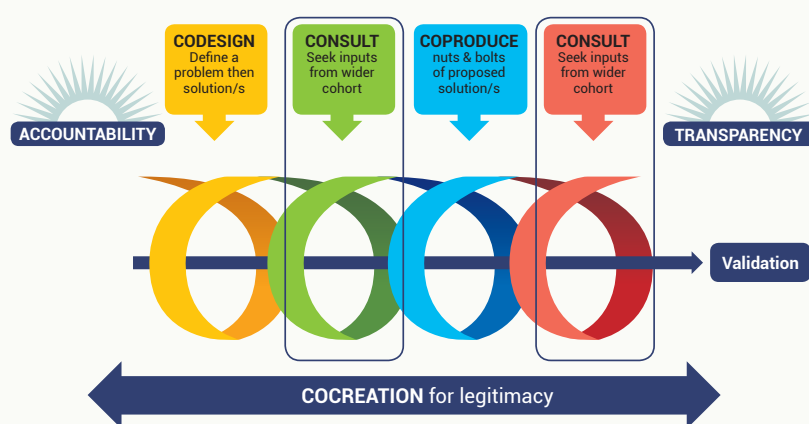


Figure 1: Cocreation spiral of validation

It is worth noting here that at times, consultation can well be conducted in its own separate and appropriate space and does not necessarily have to be part of a bigger cocreation process. Consultation has its place and its utility. However, as *language matters*, it is important to be clear with stakeholders about what phase and what process you are engaged with in order to remain accountable to the purpose and expectations.

CONSULTATION AND COCREATION: BEST PRACTICE

The elements of best practice presented here are key success factors, challenges/bottlenecks, and guiding principles for consultation and cocreation that were identified through our research of organisations and experts involved in participatory policy making. As such, best practice simply means the best way of doing things, evidenced by the impact and effectiveness of policies, programmes and methodologies. The success factors and challenges/bottlenecks are presented before the principles, as it was through the identification of these factors that it was possible to identify useful guiding principles. The discussion of best practices here is directed primarily to the umbrella concept of cocreation but can equally be applied to consultation as a tool within the broader cocreation process.

KEY SUCCESS FACTORS

The key success factors identified in this research are synthesised from four questions: why (what is the **purpose** of cocreating?), what (what is the specific **content**/issue that the cocreation will explore?), who (who are the relevant **people** to be included in cocreating?) and how (what **process** of cocreation should be used in order to facilitate the desired outcome?).

Why/PURPOSE:

One of the key characteristics of best practice in cocreation is ensuring clarity in its purpose as well as in its focus, i.e., what cocreation is aiming to achieve within a given scope. Clarity around purpose and focus will then aid in setting the expectations of stakeholders involved at the various phases of cocreation. This reinforces the transparency and accountability of the cocreation process, as well as helps lead toward concrete and tangible outcomes with high ownership by all involved.

What/CONTENT:

The content of a cocreation process refers to the issues to be explored and addressed by the stakeholders. The lived experience of stakeholders is central in a cocreation process. Therefore, the framing of the content and questions is critical in order for participants to reflect on their lived experience and generate insights. Questions and examples for discussion need to be carefully designed with the participants in mind, to situate the discussion as an issue that is relevant to participants and which they can form opinions on, as well as being accessible in terms of language and technicality. Content should be evidence-based to provide a foundation for the deliberation to identify gaps in understanding, while remaining open to challenging the assumptions of that evidence. The cocreation process can also help identify areas for further research or clarification. As the cocreated content progresses, it is valuable for the analysis, synthesis and triangulation of stakeholders' contributions to be structured along themes that emerge from their contributions in order to facilitate framing the outcomes through the relevant lens. The wealth of contributions in this way leads to an incremental growth of collective knowledge and understanding.

Who/PEOPLE:

A successful cocreation process relies on having the correct mix of participants as well as people managing the process. In terms of management, it is necessary to be clear about the various roles involved, especially who leads, who coordinates and who manages on-going communication. In addition, there are four groups with clear and distinctive roles to consider:

1. **Technical:** This group of staff is responsible for the content and thematic aspects of cocreation. This involves defining the questions and framing the analysis of issues arising through relevant lens and giving direction of travel for the ultimate concrete outcomes.
2. **Facilitation:** This group is responsible for designing and steering the deliberative process, creating platforms and tools for conversations and help map out the thinking behind stakeholders' contributions.
3. **Logistics:** This group is preoccupied with all the logistical support that is needed for organizing meetings, interviews, resources, IT support, etc.
4. **Advisory Group:** This group is primarily concerned with oversight of the political dynamic and accountability of the process, including decisions around which stakeholders need to be included as well as the application and usage of the cocreation outputs. This group should include representation by stakeholders.

Participants refers to the various groups of stakeholders that will be directly engaging in the cocreation process. The choice of stakeholders included is a highly strategic one, affecting both the political and technical outcomes of the cocreation. Therefore, a strategic stakeholder mapping process should be carried out to make decisions around representation, technical and thematic domains, opponents, allies and influencers. The more diverse perspectives included in the sample group the greater the legitimacy and credibility of the cocreation is likely to be, however, strategic decisions still need to be made around at what point in the evolution to bring in different stakeholders. Managing expectations and power dynamics between stakeholders in a deliberative space is also key and should inform which cocreation and consultation tools are used (interview, focus group discussion, survey etc.) to ensure stakeholders are comfortable to speak openly as well as encouraged to consider new perspectives.

How/PROCESS:

Some of the key characteristics of a successful process in cocreation include:

- **Dynamic:** There are multitude of activities taking place at different times, in different places and with different people producing multiple contributions, progressing at different paces.
- **Organic:** Many aspects of a cocreation process tend to evolve as the time passes while more issues are being unpacked and more solutions are being cocreated. This is one reason continuous analysis and synthesis of findings by the managing team is useful.
- **Reflective:** Space and time are valuable for stakeholders to reflect on theirs and others' contributions.
- **Fluid:** A level of flexibility is required in order to respond to the evolving issues as well as to any external change in the context.
- **Transparent:** This is in terms of both process as well as stakeholders' contributions.
- **Ongoing communication:** This refers to communicating both stakeholders' feedback as well as how it is being used. This is for the purpose of accountability as well as optionally keeping open channels of cocreation.
- **Layered consultations:** Cocreation may require consultations not only at different levels of stakeholder but also back and forth between the levels for the purpose of validation.
- **Diverse tools:** Online surveys, focus group discussions, workshops and interviews are all tools that can be deployed for different stakeholders and questions in order to gain a balance between breadth and depth.
- **Time-sensitive:** Significant time and effort are needed at the preparation stage, much of the analysis takes place during the conversations and discussions with stakeholders, while time is needed afterwards to analyse and synthesise the outcomes and develop strategic directives for moving forward.

The following diagram highlights the key success factors mentioned above.

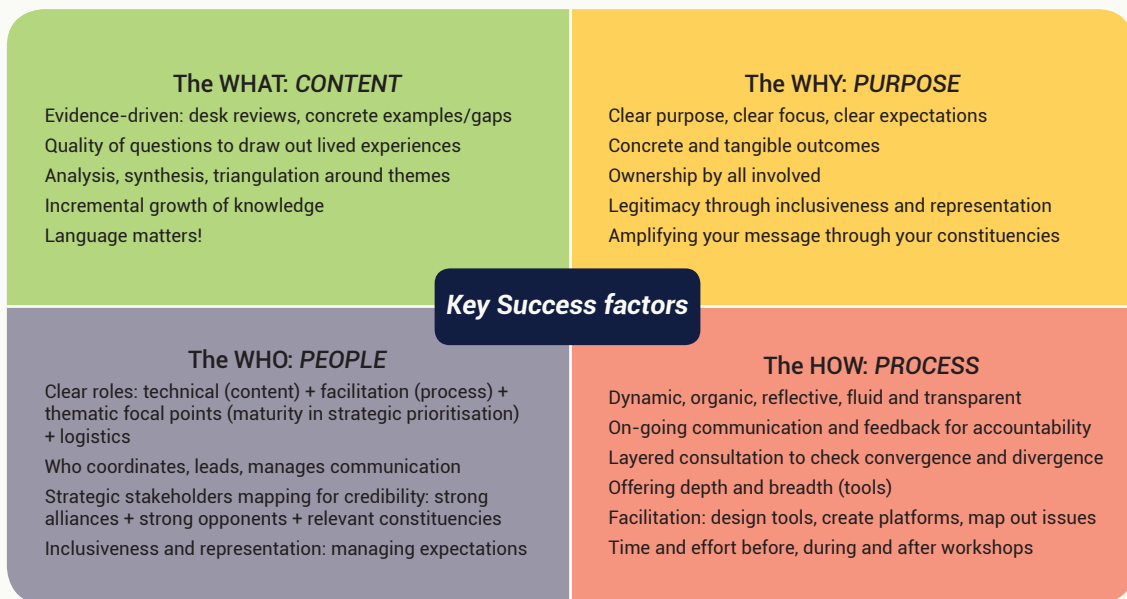


Figure 2: Key success factors in cocreation

It is worth noting here that the above success factors relate to best practice, which is at times different from good practice, especially when resources are limited and/or stretched. With regard to the cocreation process of GPI, while a substantial amount of work has been done organically and through the limited resources of its Secretariat and the voluntary commitment of time and expertise by the EWG members, resources represent a key barrier to best practice.

Challenges and bottlenecks

A cocreation process can have various challenges or bottlenecks within its different phases. Some of these issues are more of a practical nature such as knowledge gaps, process design, technology and remuneration. Others are more related to the nature of cocreation itself in terms of gaining trust, power dynamics and government buy-in. These issues turn into barriers unless addressed appropriately.

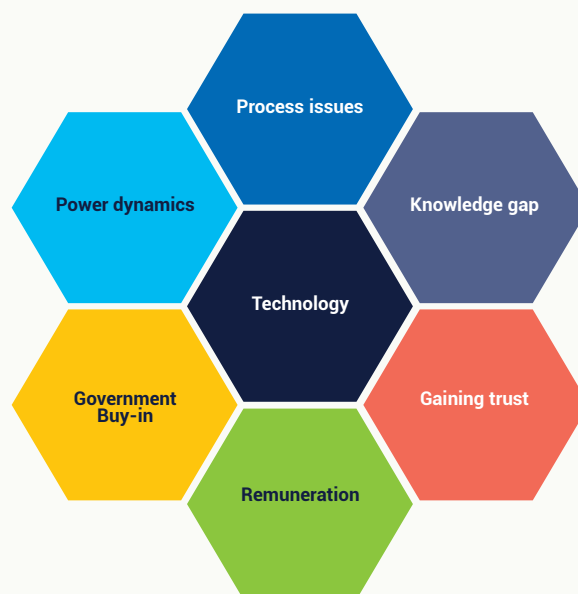


Figure 3: Challenges and bottlenecks in cocreation

The following table presents the challenges and provides some insights into potential strategies to address them.

Challenge/ pitfall	Potential strategy/ies
<p>1. Knowledge gap: Stakeholders cannot give an opinion or feedback on an issue that they do not know or know little about.</p>	<ul style="list-style-type: none"> - Explainer materials play a vital role in making issues accessible and relevant, and helping participants establish an informed position.
<p>2. Technology: Online consultation tends to automatically exclude certain voices from stakeholders that may have no or unreliable technology.</p>	<ul style="list-style-type: none"> - Different platforms and/or combined tools can be used to enable low-tech/ non-digital participation. These complimentary tools must be designed in parallel with the core consultation tools so that data is easily collatable and comparable.
<p>3. Remuneration: Participants in focused group discussions may need to be remunerated for their time and/or their access to technology. Also, facilitation on the ground may require financial support.</p>	<ul style="list-style-type: none"> - Expectations of remuneration (or not) need to be explicit from the onset of any aspect of people's participation.
<p>4. Process issues which constrain deliberations and creativity:</p> <ul style="list-style-type: none"> - The lack of agility of facilitators to adapt tools to different contexts, stakeholders and timing of process. - If facilitators are uncomfortable with confusion and/or with letting others shape the space. - Poor quality of questions either in terms of clarity, relevance or jargon. - If there is not enough time and clear focus, frustration can be provoked and credibility undermined. 	<ul style="list-style-type: none"> - Facilitators must be selected carefully to ensure they are experienced enough as well as have sufficient technical domain knowledge for the discussions they will be facilitating. - <i>Language matters:</i> Questions are phrased clearly and framed within the right context to enable stakeholders to respond. Qualitative and quantitative questions should also be balanced to allow easy and complimentary synthesis. - In as far as possible, be flexible about time while clear about focus. <i>"If you want to hear from us, give us time."</i>
<p>5. Gaining trust: Participants may not trust in the process if they are not aware of the genesis of the discussion, the intentions of the other stakeholders, and the overall process within which they are taking part.</p>	<ul style="list-style-type: none"> - Emphasising and being honest about the practical implications and benefits of participation <i>"We are truly listening - it is not just tokenistic"</i>. - Transparency, taking the time to provide proper briefings and explainer materials, and on-going communication around the outcomes of cocreation in order to gain trust on both content (e.g. concept of GPI) as well as process (e.g. demystifying Cocreation so that it is not just a buzz word).
<p>6. Power dynamics: As for any participatory process, there are allies, opponents as well as others who have not established a position yet. There are also those with decision making power through money, position or expertise. The stakeholder sample must balance these power dynamics both for their role in endorsing the proposal as well as the effect of their inputs on the evolution of the content and outcomes.</p>	<ul style="list-style-type: none"> - Be mindful of who's involved in which decision-making space and when; whose voice is stronger or more listened to. - Representation and stakeholder sample is key. A strategic choice has to be made about the balance of opposing views and strategic allies to consult with. This balance will have implications for the content of the proposal and the strategic alliances/ endorsements for it.
<p>7. Government buy-in: National governments are key stakeholders who need to be engaged early on, as without their buy-in solutions may get blocked later in the process.</p>	<ul style="list-style-type: none"> - 'Massaging' powerful oppositions may be needed, so even if they are not won over or agree to endorse proposed solutions, at least they would not oppose strongly.

Key principles

Having explored the successes and challenges of effective cocreation, it is useful to establish some guiding principles as a foundation for designing and managing cocreation. Some groundwork has been done by various organisations such as CIVICUS to develop such principles. The seven principles presented here have been compiled from the analysis of various literature for this research. The following attempts to unpack each of these principles drawing parallels with the *GPI process*.



Figure 9: Key principles in cocreation - 1

1. Not a deficit model, but an asset one:

Cocreation is not about fixing what is wrong. It is rather about shifting the emphasis to identifying and working with the assets which people have – including economic assets, social networks, influence, innovation and knowledge.

GPI recognises the value and assets that all nations have to contribute to global challenges, and sees equal participation as the means by which this collective strength can be harnessed for the benefit of all.

2. It is dialogical and it is a process:

Cocreation aims at creating an environment in which people can express themselves best; not having pre-conceived ideas about outcomes; not presenting an idea to "beneficiaries" for their endorsement; but it involves their participation at all stages.

The formation of the EWG as a representative group with on-going communication and reporting is a dialogue within the ongoing process of the cocreation of GPI.

3. Stepping up and stepping back:

Commitment to co-creation requires a commitment to becoming conscious of power dynamics, which are often unconscious amongst those with relative power. Critical self-awareness and self-reflection is needed to bring groups of people who have historically been excluded, ignored or marginalised into the decision-making space.

The upcoming consultation on the GPI report will be as inclusive and representative as possible in order to ensure the GPI proposal is shaped by the people who it will affect most.

4. Build an invested community of collaborators:

Cocreation aims to nurture a community of stakeholders who are supportive and feel ownership of a common solution, not simply a consortium of individuals. Therefore, the process allows the group greater agency over the co-creation process itself and the solutions developed, as well as space to develop emerging leaders.

The EWG is not only a group of experts providing technical input but a cohesive community of practitioners, academics and policy makers that have strong commitment to GPI.

5. Break out from established roles and mindsets:

Cocreation encourages using different frames for conversation and collaboration, as well as unfamiliar processes and tools – all helping to restructure power dynamics and dialogue between typical asymmetries such as public-expert, user-designer, donor-beneficiary and North-South.

GPI calls for a levelling of hierarchy within the international order, and the cocreation of GPI must equally provide settings that reflect this power dynamic.

6. Define the “what” and allow creativity around the “how”:

In cocreation, a vision is articulated, parameters are established, and success is envisioned, then the space is opened up for creative thinking around how this success is translated into reality with tangible outcomes. *“Use cocreation tools as flexible scaffolding rather than fixed itinerary.”*

The first phase of GPI has been the codesigning of its foundational principles and structure, and analysis of the problem at hand. This proposal will be refined through a wider consultation before opening up new forums for coproduction and implementation, where creative and innovative thinking will take place alongside testing and piloting.

7. Affected people are key experts by experience:

Cocreation strives to honour the experiences and voices of less privileged and marginalised, particularly because these perspectives also represent a wealth of knowledge and understanding. Parallel to this, cocreation seeks to hold more powerful actors and voices accountable for the role of their politics, policies and resources in the problems/solutions at hand.

Inclusiveness and representation of key stakeholders will be fundamental in the coming phases of consultation and coproduction on GPI.

Another way of understanding these key principles is to analyse them through the lens of **People, Purpose, Process** and **Plan**.

- **People:** Affected people are key experts by experience, therefore cocreation strives to honour their experiences and their voices while holding the more powerful actors accountable for their politics, policies and resources.
- **Purpose:** Legitimacy through representation, inclusiveness and encouraging a diversity of stakeholders to pool their assets including social capital, knowledge and understanding.
- **Process:** ‘Step up and step back’: Be conscious of power dynamics and seek to include those with relatively less power who are typically excluded. Nurture trust and a supportive community both for the cocreation process and mobilisation of the outputs. ‘Break out from established roles and mindsets’: challenge and restructure power dynamics, and create space for innovative solutions through using different frames for conversation and collaboration, as well as unfamiliar processes and tools.
- **Plan:** Define the “what” and allow creativity around the “how”, through articulating a vision, establishing parameters, and envisioning success, then opening up the space for how this success is translated into reality with tangible outcomes. *“Use plans as flexible scaffolding rather than fixed itinerary.”*

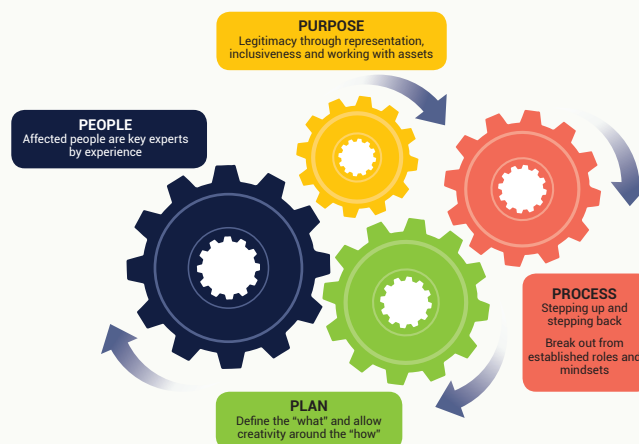


Figure 10: Key principles in cocreation -2

Examples of cocreation processes

Case study 1: UNAIDS Strategy Development

Key characteristics

- Very participatory process over one year, owned by all involved including junior staff.
- An organic and fluid process in response to the start of the Covid-19 pandemic.
- 20 people formed the working group, all volunteers except for one.
- Stakeholder mapping: target of 60% consultees to represent key populations. Constituents at national, regional and global level.
- Tools: Online survey had 10,000 responses. Questions were not open ended but quantifiable list of issues to be ranked for easy analysis and synthesis. 75 interviews. 65 focused group discussions with 50 participants in each group. Templates and clear structures were developed for facilitation, synthesis and reporting from the focus group discussions.
- Transparency: every group consultation report was posted on the strategy website. All focused group discussion reports were reviewed by thematic and technical focal points.
- Remuneration: for some FGD, facilitators and internet access and time.
- Language matters: The quality of explainer materials was an important element in making the process and content accessible to all stakeholders.
- Time: 50% of analysis took place during the focused group discussions. People demanded time: "If you want to hear from us, you need to give us time."
- On-going validation and prioritisation through multilayers of consultations between the external stakeholders at national, regional and global level and the strategy development team.
- Analysis, synthesis and triangulation were carried out along emerging themes and strategic priorities validated by technical and thematic focal points.
- Evidence-informed: Building on lessons learnt from the previous strategy in addition to desk reviews at the beginning and during the strategy development process.
- 30 people wrote the strategy.

Case study 2: The Civil Society Innovation Initiative, CIVICUS

The Civil Society Innovation Initiative aims to support, strengthen, and connect civil society actors through a new mechanism: a system of regional civil society support hubs. These regional hubs were developed through a co-creation process that blends methods from participatory design, strategic planning, and other disciplines.

Key characteristics

- The cocreation process began with the initiative's conception and ended with a cocreation workshop. The result was a concept note for developing regional hubs to strengthen civil society.
- Key partners and convenors, USAID and SIDA, started with the 'what' by broadly defining the vision and a few concrete parameters including priority issues and potential mechanisms for addressing challenges. The rein was then given to civil society actors to transition the vision into reality through 64 workshops that culminated in cocreating the major components of the regional hubs and the overall initiative.
- Three key principles for cocreation were identified within the process of facilitation: 'Build an invested community of collaborators', 'Break out of established roles and mindsets', and 'Define the "what" and allow creativity around the "how"'.
 - Putting these principles in practice, the workshop facilitators used a cycle of define, explore and then design. This helped them identify the points of convergence in the concept as well as the key junctures.
- The outcomes from the cocreation process were concrete and future-oriented: a cocreated concept for the regional civil society hubs; an invested community to take the effort forward; and a model for cocreation for future stages of the Initiative.

RECOMMENDATIONS FOR GPI CONSULTATION

On the basis of the best practice in cocreation presented earlier, the following diagram attempts to illustrate what success looks like for the consultation process on the EWG-GPI report planned over the next few months.

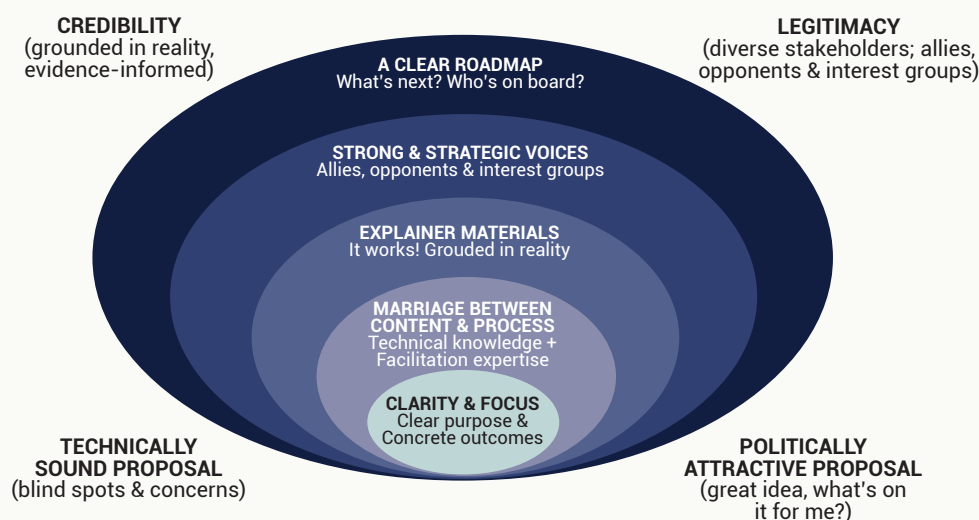


Figure 5: What does success look like for the GPI consultation process?

As this consultation follows on from the codesigning phase of both the concept and the proposal of GPI, its scope needs to address the following four cornerstones:

1. **Legitimacy:** Be based upon a strategic stakeholder mapping that ensures inclusiveness and representation of allies, opponents and influential interest groups within the three thematic areas: health, climate change and inequality.
2. **Credibility:** Transparent and clear process and aims, based upon best practices.
3. **Technically sound proposal:** Seek inputs from stakeholders to develop the viability of GPI by sense check assumptions and blind spots.
4. **Politically attractive proposal:** Seek to surface issues of legitimacy and ensure GPI addresses these concerns in order to gain the endorsement of key stakeholders.

Within those four cornerstones, the following are some key elements that must be addressed for the GPI consultation process while being mindful of the absence of resources:

- **Clarity and focus:** A clear purpose and concrete outcomes with realistic expectations of high and low hanging fruit. Some outcomes may be related to UNGA, while others go beyond that significant milestone. An articulation of the purpose could be: *to refine the concept of GPI through sense-checking alignment, exploring any blind spots, and unearthing potential weaknesses, risks and opportunities.*
- **Marriage between content and process:**

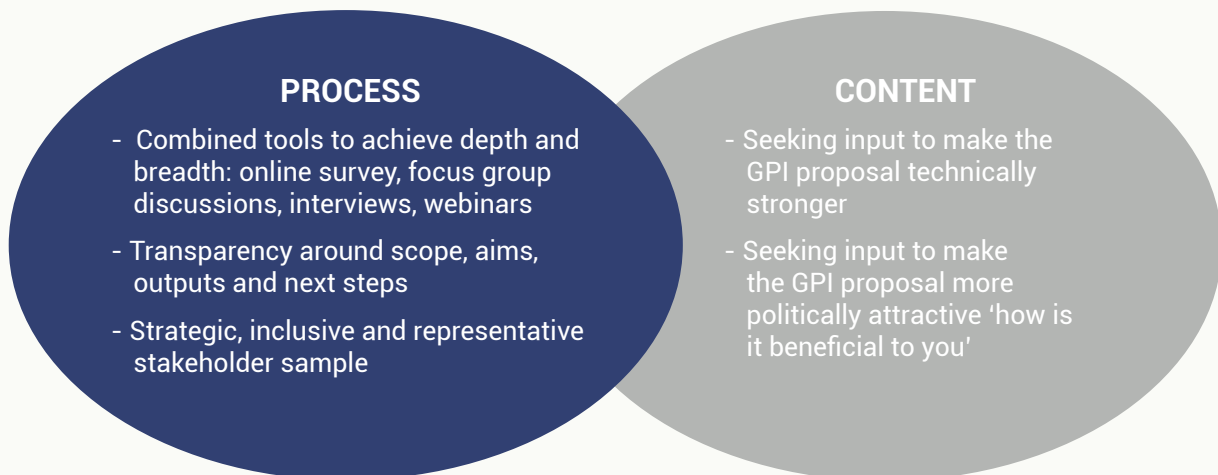


Figure 11: Marriage between content and process

The process of consultation and the content of consultation are largely determined by each other – as the format of the deliberation will shape the content/outcomes and vice versa.

- **Explainer materials:** Stakeholders will need a clear understanding of the subject matter, applied to a context/issue that has relevance to them, in order to form an opinion and provide insights. Clarity, focus and transparency are key building blocks that stakeholders need in order to inform their views before asking for their feedback. *Here's the concept, the origin of the story, why we think it's important. Here are the concerns and uncertainties we have about what we are proposing. Here's why we are asking YOU these questions, and this is how we will incorporate your feedback.*
- **Strong and strategic voices:** Stakeholders (allies, opponents, un-decided, influential) should be consulted on how they regard the strategic implications of GPI for themselves and their work.
- **A clear roadmap:** As part the transparency as well as strategic design of the consultation process, a clear roadmap needs to be developed charting the consultation process and the goals and processes which it is feeding into. This refers to the timeline of the actual consultation period, the time till the GPI launch at UNGA as well as immediately after the launch towards the implementation of GPI in the three themes: health, climate change and inequality.

ANNEX 1: LIST OF KEY INFORMANTS

David McNair: Executive Director, The ONE Campaign

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Bistra Kumbaroska: Impact Management & Innovation at Heartbeats Innovation & Communication, Innovation 4 Change, CIVICUS

Iris Semini: Senior Advisor, Health Economics, UNAIDS

Joel Curtain: Director of Advocacy, Partners In Health

ANNEX 2: LIST OF FIGURES

Figure 1: Cocreation spiral of validation

Figure 2: Key success factors in cocreation

Figure 3: Challenges and bottlenecks in cocreation

Figure 4: Key principles in cocreation

Figure 5: What does success look like for the GPI consultation process?

Figure 6: Research questions

Figure 7: Comparison between consultation and cocreation processes

Figure 8: Arnstein's Ladder of Participation

Figure 9: Key principles in cocreation – 1

Figure 10: Key principles in cocreation – 2

Figure 11: Marriage between content and process

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