

Connecting citizens and services through the power of storytelling

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Introduction

Stories – whether visualised, written or spoken – have long been a way of communicating experiences. Stories are a way through which we learn and pass on our learning (Copeland and Moor, 2018). Stories help us to make sense of the world and understand the different ways we experience it.

With the digital (r)evolution bringing about accessible means of creating and disseminating stories, it is therefore unsurprising that digital storytelling in particular has thrived as a tool for social transformation and the pushing of social justice agendas. Portable devices, such as smartphones and tablets, provide people with the tools needed to (relatively) simply create stories via a range of mediums, and the internet and various platforms on it enable people to share digital stories across geographies at the click of a button. Such tools and access within the citizen sphere create the scope for people to tell and share their experiences outside formal channels.

Yet the scope to tell and share your story does not always correlate to direct change, particularly when such experiences are not connected into the services and institutions that are woven into the fabric of society. This chapter explores the extent to which digital storytelling – specifically the Community Reporting methodology – can be used as a tool to connect citizens with services. Focusing on pilot services from the Co-creation of Service Innovation in Europe (CoSIE) project, the chapter examines how Community Reporting has been utilised as tool for co-creation within public services across Europe from a practitioner perspective, and details how digital storytelling can be practically applied as a tool for connecting citizens and services. The pilots examined within this chapter are:

- Co-Crea-Te (Valencia, Spain): the pilot aimed to create an entrepreneur support service suited to the needs of unemployed people in the region.
- Improving services for unemployed people (Utrecht, the Netherlands): the pilot aimed to improve public service delivery to unemployed citizens in order to increase citizen participation in the community of Houten.
- ProPoLab – co-housing of seniors (Wroclaw, Poland): the pilot aimed to work with the housing community of Popowice and wider stakeholders to improve older people's lives within the housing estate through the adoption of co-creation techniques.

Drawing on reflections from the pilots' actors, this chapter demonstrates the opportunities and challenges of working with stories as a means to develop services in a way that draws upon the existing assets of the people and communities that the services support.

Storytelling with a social agenda

Storytelling – particularly when rooted in lived experience – has recently been galvanised as a tool for progressing social agendas. As a concept it wears many hats; whether it be the advocating storytelling for social justice within anti-racism work (Bell, 2020), as an enhancer of community participation and a catalyser of action (Talmage, 2014) or as a way to explore and co-create policy agendas in diverse communities (Keresztély and Trowbridge, 2019). Such advocacy and usage of storytelling, as Copeland and Moor suggest, can enable 'authentic voice to be heard and recorded' (2018: 106).

Yet, we must not view this surge in the practice of working with stories for social change through rose-tinted glasses. As Nassam Parvin states:

The dominant framing of digital storytelling practices as a form of empowerment is deeply problematic, especially when we consider how activities of storytelling and listening may indeed be oppressive, advancing age-old practices of extraction and colonization in new guises. Such strategies risk taking away from what is meaningful and worthwhile in experiences of storytelling and listening by tokenizing and using stories for political purposes without reaching the kinds of conversations, understandings, and commitments that is their potential. (Parvin, 2018: 530)

It is thus important to be responsible with how we approach storytelling within services and institutions, and think carefully about how we work with people and communities and the power dynamics involved in this.

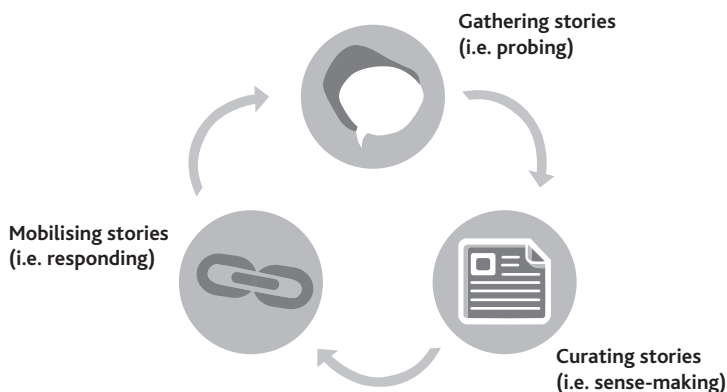
Working with stories in an asset-based manner could address some of these issues. As discussed in Chapter 2, rather than assuming a deficit or problem

within a person or community, asset-based approaches to community development focus on how to maximise the existing capacity that lies within people and their communities (Baron et al, 2019). These assets and capabilities can be tangible, such as skills or community buildings but can also be ‘intangible resources’ such as lived experience of citizens and their networks/relationships (Fox et al, 2020). This implies activating the agency within citizens and working in a way that is collaborative and ‘alongside’, rather than simply ‘done to’.

Community Reporting is an approach to digital storytelling rooted in lived experience, and is aligned in many ways to the arenas of social justice and asset-based community development. Originating in 2007, Community Reporting has been developed by People’s Voice Media as a mixed methodological approach for enhancing citizen participation in research, policy making, service development and decision-making processes (Trowbridge and Willoughby, 2020; Geelhoed et al, 2021). As depicted in Figure 7.1, Community Reporting has three distinct components – story gathering, story curation and story mobilisation – based around the Cynefin decision-making framework for complex environments (Snowden and Boone, 2007). This model supports citizens to share their own lived experiences, collate their own and their peers’ collective experiences to better understand the world they inhabit and use this knowledge as a catalyst for change. It uses digital, portable technologies to support people to tell their own stories, in their own ways via largely peer-to-peer approaches. It then connects these stories with the people, groups and organisations who are in a position to use the insights within them to influence and inform research findings, service provision and policy direction.

In line with work such as Glasby (2011) and Durose et al (2013), Community Reporting purports the validity of lived experience and

Figure 7.1: Component of Community Reporting



knowledge-based practice in these fields. When used like this, storytelling, as Durose et al argue, allows for the representation of ‘different voices and experiences in an accessible way’ (2013: 22). Practices such as this connect digital storytelling with social justice aims, supporting citizens and communities be a part of ‘conversations’ from which they are often excluded.

Through the practitioner's lens

The evidence for this chapter was largely collected via reflective interviews with key actors within the pilots (that is, public service professionals) using the Community Reporting methodology. The interviews were gathered using a ‘dialogue interview’ technique that supports something more akin to a conversation than a traditional interview. This format of storytelling is designed as a peer-to-peer interview and thus public service professionals working on each of the pilots ‘interviewed’ one another about their experiences of using Community Reporting within the service. While conventional interviews tend to have pre-determined questions, or at least a loose list of topic areas to cover, dialogue interviews only have one question – the opening one. We refer to this as a ‘conversation starter’ and it should be a broad, open question that enables the person being interviewed (that is, the storyteller) to start to share their lived experiences. For this particular piece of work, the conversation starter was: Can you share with me your experiences of using Community Reporting in your pilot? The person in the interviewer role (that is, the Community Reporter) who is recording the story then asks any questions within this storytelling process that naturally occur to them. In essence, the interviewer is actively listening and engaging with the storyteller, supporting them to communicate their experiences and explore their own reflections. As stated, the structure of this practice mimics our day-to-day conversations and the questions and interactions that take place within the storytelling are those that occur naturally as the story progresses. Within this technique, the storyteller is largely determining the ‘agenda’ of the conversation (that is, what aspects of the application of Community Reporting they choose to speak about), whereas the Community Reporter is the ‘agency’ facilitating the conversation (that is, providing further questions that garner deeper insights and reflections).

In order to extract the learning from the stories needed for this chapter a mixture of vertical and horizontal analysis techniques were used as part of a sense-making process. Starting with the vertical analysis, each story was individually reviewed by the public service professionals who took part and the results were documented on a story review sheet that contained a summary of the story in chronological order and an identification of the key insights and quotes within it. Following the vertical analysis and the receipt of individual review sheets, a horizontal approach was adopted by the

research team in which we looked across the individual stories, grouped the insights and identified any key themes within them – as well as recognising anomalies within the collection of stories. An important point to note here is that the insights are not positioned within a predetermined criteria and instead the ‘framing’ of the results emerges from within the horizontal analysis. Such an approach is informed by grounded theory approaches (Glaser and Strauss, 1967; Tummers and Karsten, 2012), and thus enables hypotheses and learning to ‘emerge organically rather than being imposed on the data’ (Trowbridge, 2022).

The aforementioned insights from the stories were then combined with individual Strengths, Weaknesses, Opportunities and Threats (SWOT) analyses that the pilot’s key and wider actors conducted with regard to the use of Community Reporting as a tool for co-creation in their pilots. The SWOTs focused on the following questions:

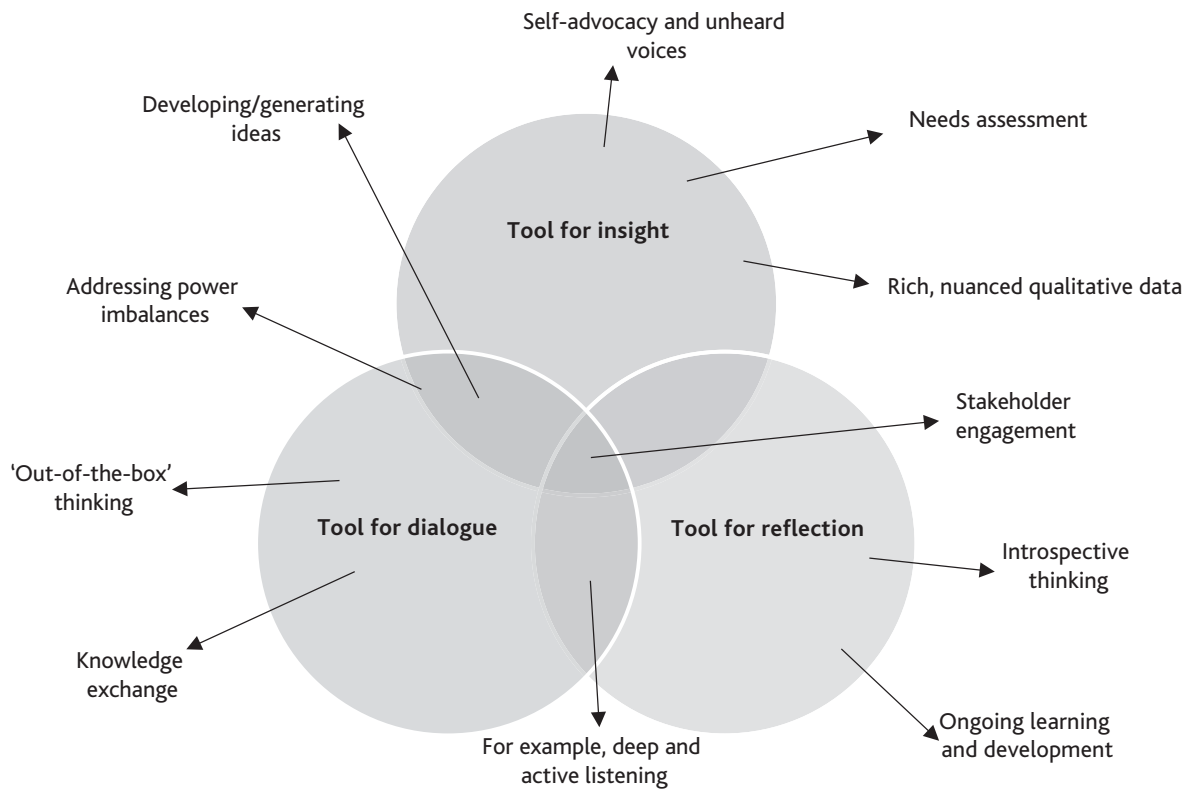
- Strengths: What worked well when applying Community Reporting within your pilot?
- Weaknesses: What didn’t work well when applying Community Reporting within your pilot?
- Opportunities: What opportunities are there to expand how Community Reporting can be used as a tool for co-creation either within your pilot or wider public services?
- Threats: What internal (that is, within your organisation) or external (that is, wider societal context) issues act as barriers to using Community Reporting as a tool for co-creation?

Each pilot provided a written response to these questions, and further conversation-based clarification was gathered on aspects of their responses. In short, reflective practice was the central tool used to gather the evidence for this chapter.

Community Reporting and the Co-creation of Service Innovation in Europe

Within the CoSIE project, Community Reporting was applied as a tool for co-creation in three distinct, yet interlinked ways (see Figure 7.2). First, the methodology was applied as tool for insight. When applied this way, Community Reporting broadly fits into the realms of participatory research fields (Cornwall and Jewkes, 1995; Cargo and Mercer, 2008; Bergold and Thomas, 2012). It engages citizens (that is, the people accessing the public services) and wider stakeholders (that is, public service workers, policy makers, civil society actors, and so on) to be a part of a process in which people tell their stories, listen to one another’s stories, collectively identify

Figure 7.2: Application of Community Reporting as a tool for co-creation



the insights in them and then deliberate the core findings that emerge from across the stories.

Another usage of Community Reporting within the CoSIE pilots was as a tool for dialogue. The approach aids dialogue by providing people with the tools to use storytelling to engage in conversations with their peers and other people beyond their peer groups in co-creation processes. Conversation of Change events are a key part of this application. These events are spaces in which people's stories are used to stimulate dialogue between different stakeholders about a topic, issue, service, and so on. Strongly influenced by [Labonte and Feather's \(1996\)](#) story dialogue approach, these events enable different stakeholders to work together to identify how the learning from the stories can be applied in real-world contexts. Additionally, Community Reporter stories can be used as a communication tool when addressing decision-makers so that they get real insights on the people whom their decisions affect.

Finally, Community Reporting was applied as a tool for reflection within the CoSIE pilots. This approach to digital storytelling supports people to reflect on their experiences and the experiences of others. This proactive, critical reflection provides people with the space and time to understand in greater depth how they and others experience the world, and hence supports people to identify how public (and other) services can better meet the needs of those that access them. As identified, in Cargo and Mercer's work on understanding the role of participatory research methods in achieving health outcomes and enhancing practices and processes within the sector, a key benefit of such approaches to practitioners in the field is that they provide an 'enhanced understanding of health problems, their root causes' and can support the 'development of decision-making skills' (Cargo and Mercer, 2008: 338–339).

In each of the pilot services within CoSIE, Community Reporting was applied in bespoke ways in order to meet the needs of the pilot and embed itself within the co-creation process as a whole. Within the Spanish pilot, Community Reporting was applied as a tool for insight, dialogue and reflection. The key objectives of its application were to:

- gather initial insights into the 'needs' of unemployed people in the city of Valencia;
- work with different stakeholders to generate initial ideas about how entrepreneurship can be used to support people out of employment; and
- provide a tool for people accessing the pilot's service to reflect on their own learning and development.

In the Dutch pilot 'Improving services for unemployed people' Community Reporting was applied initially as a tool for insight but was then also used

to create dialogue between people at a distance from the labour market and services that sought to address unemployment. The anticipated outcomes of this work were:

- better understand why there seemed to be a skills mismatch between people seeking employment and available job opportunities; and
- generate concrete ideas for a pilot service to address this perceived skills mismatch.

Finally, in the Polish pilot, Community Reporting was used as a tool for insight and to initiate dialogue within residents of the housing estate. Specifically, the approach was used to engage older residents in the co-creation process and contributed to:

- identifying the needs of the residents; and
- how these needs can be met by the pilot.

With these contexts and ambitions in mind, the chapter goes on to examine the results of using Community Reporting as a tool for co-creation within these three pilots and explore what we learned from this practical application of storytelling and its ability to connect citizens and services.

Key learning from the pilots

A space to reflect meets challenges from existing norms: applying Community Reporting in the Co-Crea-Te pilot (Spain)

Within the Spanish pilot, Community Reporting was able to provide richer and more intricate data than other tools. At the beginning of the pilot, people experiencing unemployment, existing entrepreneurs and people working in employment support services engaged in a workshop in which they exchanged stories that focused on topics connected to the pilot, such as people's experiences of work, routes taken to get back into work or start careers, and support available for people to enter into the labour market. The core findings from these stories were that the pilot should:

- Embrace person-centred practice: “Every person is a different world so you have to focus on the needs and on what each person asks you for” and thus the pilot should see people as individuals and support them from where they currently are.
- Adopt an asset-based development approach: “Society has a long way to go to understand that everyone is able to do something” and this understanding should be embedded into the pilot.

- Promote peer support: “Motivation and a supporting environment are needed to achieve the goal” and developing alongside peers can help create this.

These ideas, which were initiated by the stories told by the group in this workshop, contributed to the pilot not being a traditional business development training programme and instead saw it develop as a more holistic service that supported unemployed people to establish their own business ventures. This involved mentoring, one-to-one support, peer-sharing skills sessions, co-management of a co-working space and a range of more flexible and ongoing support options than the usual, structured, linear entrepreneurship and business development training schemes offer.

In terms of evaluation, it was felt that the dialogue interview methodology enabled the pilot to gain insights that were not visible in their more quantitative methods that were capturing baseline data on numbers of users, firms created, and so on. As a member of the pilot team explains, Community Reporting provided an opportunity for the people accessing the service to reflect on their experiences in a concrete way: “[The people coming to Co-Crea-Te] realised that they, at that point, were made conscious about their journey by using this methodology because we asked them to think about this journey.” This helped the pilot to garner otherwise unattainable qualitative information and gauge the intangible effects of the pilot on the beneficiaries, such as the pilot’s positive impact on their wellbeing. For example, when telling his story, one entrepreneur became emotional and that was because “he was looking inside of himself ... an introspective look ... so suddenly he realised that his life had changed over the past few months”. This level of self-awareness was achieved via only a few minutes of storytelling. Such findings have provided integral material for the pilot’s policy roundtable and summative knowledge exchange event, and has created a knowledge bank for future related schemes. As one stakeholder of the pilot explains: “We share more information and learn from others’ mistakes. We need to listen to other people. Citizen participation makes things work.”

When using the methodology, the main challenge that the pilot encountered was that people were simply not used to this approach, as it was seen as innovative and different from more traditional approaches. Due to this, some people were initially reticent to talk about their experiences in-depth and in a loose, undirected manner; they were not used to having the opportunity to set their own agenda. One person was concerned about the visibility of the material and who would see it (that is, the Town Hall) and withdrew consent. However, most people engaged productively with the method and initial reticence was overcome by pilot leaders building a relationship of trust with the storytellers prior to recording the dialogue interviews with them. This helped to create an environment in which they

were comfortable and open to sharing their experiences via a new method. Similarly, a context in which many decision-makers (that is, politicians and policy makers) value quantitative data – even if it lacks depth – is key in explaining the role of Community Reporting in these contexts and its added value. One angle on this is to explain such approaches where narrative is valued alongside traditional quantitative data as having a role in developing better services. As one stakeholder of the pilot asserted: “Cooperation and co-creation are something essential, not just as a fashion, it is needed to reduce risk.” In essence, to overcome fixed mindsets about what data is valuable and what data isn’t, it is important to take decision-makers on a learning journey about how different forms of data can be used and why lived experience can deliver better results in commissioning. A possible solution for this barrier could be to include decision-makers in the Community Reporting training so that they understand the power and usefulness of this type of data in their line of work.

Changing the agenda meets scepticism to new methods: applying Community Reporting in the redesigning social services (the Netherlands)

Community Reporting enabled the Dutch pilot to gather rich, qualitative insights that had more depth to other approaches they had previously used or existing data that they held. While the pilot’s existing knowledge helped them to identify that unemployment was an issue within the area, they found the storytelling approach garnered insights into the underlying problems (that is, the root causes) that jobseekers and employers were encountering. In essence, the stories gathered dug beneath the surface and the pilot was able to hear a more nuanced story from the perspectives of the people experiencing unemployment rather than the municipalities’ own perceptions of the issue. As a policy advisor working on the pilot stated: “It’s not rocket science. It’s a basic thing that as a civil servant we tend to have an agenda – a well-meaning agenda but an agenda nonetheless. [Community Reporting] took us away from our agenda and allowed people to make their own.”

The storytelling approach had a huge impact on the pilot as it took them away from their presupposed agenda and led them to conclude that “something much more profound has been shown – you need to make sure that basic needs are addressed”, as well as sorting out more basic issues such as job application processes. At a Conversation of Change, these insights were juxtaposed with social media to elicit further discussion and depth and the Community Reporting approach overall enabled them to engage with people who wouldn’t usually attend municipality meetings. This, however, does take time in terms of actively seeking out these people, establishing relationships of trust with citizens in advance, and working with stakeholders with connections to the target group to gather the stories. This should be

factored in when using the method – it is not a quick bit of consultation or a tick-box exercise. The benefits, however, of investing this time and resource from the pilot's perspective is that the stories reach people on an emotional level that, perhaps, other forms of data fail to do. This emotional connection to the issue can be a key catalyst for change within public services and encourages co-ownership of policy.

Beyond the time and resources consumed by Community Reporting, issues with utilising the methodology that the pilot identified revolved around it being different to, and sometimes challenging of, the status quo. While the municipality and other stakeholders are curious about the approach and are willing to learn and test out more and share this knowledge with others, it was still felt that Community Reporting is quite challenging to bureaucratic thinking. This issue is hard to combat and people can see the approach as a threat, as it challenges existing power relations and supports the creation of more equitable environments within an institutionalised system that is largely top-down in nature. Furthermore, municipalities have questions about whether the method is representative and, if not, what is its value, as well as whether the cost-benefit ratio can be justified. Questions such as these are common, as long-held values such as representative sampling and traditional economic thinking are brought into question by the method. The pilot found that producing an infographic to explain the approach and why they were using it in the scheme of the pilot was an effective way of overcoming some of these apprehensions. Moreover, the 'systematic analysis' of the stories gathered was also a feature of the method that can reassure its critics.

A sense of identity meets the digital divide: applying Community Reporting in the ProPoLab pilot (Poland)

For the pilot, a key strength of Community Reporting lay in its ability to connect the older residents to a social change agenda. As the pilot recognises, the added value of the Community Reporting training was that the older people who were trained as 'Community Reporters' adopted the branding and identity of the Community Reporting movement. They felt proud to call themselves Community Reporters and really bought into their role in trying to creating a positive influence in the neighbourhood. As one of the pilot team explains:

'I believe that the biggest impact from the Community Reporting method has been in making some kind of connection between the local resident leaders and empowering them to have an influence on local activities – they can influence their surroundings, they can influence the decisions of the local authority. This name – Community

Reporter – created a social group for them and they feel more connected and proud of their new function.’

The pilot has built on this by providing them with badges and lanyards, a designated space on the pilot’s website and in promoting their activities on social media. In addition, the stories gathered by the older people have been used during a roundtable with stakeholders. This level of visibility of the Community Reporting movement and the work of the Community Reporters has built confidence in the elderly in being actors for social change, as well as their motivation and commitment. Essentially, Community Reporting helped the pilot to connect the residents around a common goal and this added impetus to the co-creation activities that followed.

In addition to this, the stories gathered collected a lot of qualitative knowledge to inform the pilot with regard to the needs of older people and their vision for the neighbourhood. One of the surprising findings from this was that the older people are very happy with the estate they live on, despite some issues being raised. Culturally, it was felt by the pilot that it is typical in Poland to complain about things and other ‘voice’ tools and approaches (that is, focus groups, surveys, and so on) sometimes just get negative responses. However, given the agenda-less nature of the storytelling method and the fact that it does not use simple questions, it has allowed the pilot to dig deeper into people’s statements and provided a mechanism through which they can open up more. Both of these factors have meant that the non-directive interview technique used in Community Reporting has garnered far more complex answers than other more traditional forms of data gathering. It supported residents of the area to talk about the assets of their area such as the green spaces and their relationships with other residents – while simultaneously allowing them to express the issues they are facing (for example, shared responsibility for cleanliness, and so on). The method enabled the pilot to reframe a conversation about the neighbourhood from one that could have been entirely rooted in deficit, to one that was much more about the existing capacities and assets in the community – both in terms of physical spaces and the inhabitants themselves.

One of the key barriers to its implementation and sustainability within the pilot was the technology skills possessed by older people. As a pilot team member explains, “because they are quite old and they don’t get on well with the technology ... it’s really hard for them”. This has meant that the pilot team had to support them in their activities and run recap sessions on filming techniques and how to upload the stories to the Community Reporter website. For a different target demographic, it may be easier for them to retain the knowledge and skills, and act more independently as Community Reporters. Currently, the older people who are trained as Community Reporters are still keen to continue working with the method and “still

co-operate” with the pilot through storytelling and the dissemination of stories. In the future, they may start with this method to engage residents in change-making processes, but then switch to other more technologically simpler storytelling activities to enhance independence and sustainability. To offset the technical difficulties encountered by the older people and embed digital storytelling more widely within the system, the pilot opted for a ‘training-the-trainer’ approach. A workshop was held that trained other local leaders, such as non-governmental organisation professionals who work in communities connected to the city’s network of Local Activity Centres, in Community Reporting techniques so that they could use the method where they are based to gather resident insight in the future. This network is in its infancy but the pilot feels that the Community Reporting approach will support them to realise their work through better identifying with the needs of their communities outside the CoSIE project. However, attendees of the workshop reflected that, for the municipality to accept the stories produced through Community Reporting into decision-making realms, there is still work to be done. As one contributor explains, “[w]e live in a mentality where decisions are made by a narrow group of people whether the community likes it or not”, and despite the community knowing through their lived experience what an area needs, culturally, the working practices of the municipality do not value this type of knowledge. “I totally do not understand the lack of engagement of the local administration”, was the reflection of a storyteller and why it must be in the hands of civil society actors to bring about this new way of working.

Conclusion

While the contexts and intended objectives of how Community Reporting was applied in the pilots discussed in this chapter varies, it is possible to identify some overarching learning from across the sites. The key strengths or benefits for services to engage with citizens’ lived experience and use storytelling as a tool for co-creation, can be broadly summarised as being:

- Stories provide rich insights – they enable services to gather more nuanced, qualitative knowledge that is particularly of use when addressing ‘wicked’ social problems.
- Storytelling enables citizens to set the agenda – it provides services with the ability to see things from a citizen’s perspectives and enables new ways of thinking to emerge.
- Storytelling supports trust building and relationship development – it reduces power imbalances and can lead to a different type of relationship between service and citizen, one that is more rooted in mutual support and builds on the assets already existing within communities.

- Storytelling is a key tool for learning – it enables services to actively listen to citizens and supports reflective practice, thus progressing institutions from being focused on ‘voice’ and into what [Scudder et al \(2023\)](#) describe as a more deliberative logic and institutional listening.

Yet despite such strengths, the application of digital storytelling methods within services is not without both its challenges and weaknesses. From the accounts we have worked with, such barriers can broadly be summarised as:

- Digital exclusion remains an issue for some demographics – technology know-how and access are not equal among all groups in society and thus digital storytelling can be difficult for some people to engage with due to lack of skills or resources. There are ways in which such barriers can be overcome (for example, providing access to technology, support and training), but such inclusion processes need to be actively embedded.
- It is not a quick win – building relationships of trust in communities in order to be able to gather lived experience stories takes time and working with the stories (that is, sense-making) can be time-consuming. Therefore, this type of work is an investment for the future, not an immediate goal.
- It is a new way of working – practices like Community Reporting ask institutions to think and behave differently and thus require a culture change that involves winning over the hearts and minds of those working within the system. It can take time for people to see the value of this type of work, and as it actively disrupts the status quo, resistance from those who currently hold power is not uncommon.

Based on this learning, it then seems apt to end with a set of recommendations on how practitioners can progress the agenda of storytelling within service design, improvement and evaluation. First, we would suggest that, before commencing any storytelling, practitioners should invest time in developing responsible practice. What we mean by this is to carefully think about the ethics that underpin the storytelling. Take the time to create the conditions for the storytelling and do the groundwork in the community being addressed, and thus strive to avoid the ‘extraction and colonisation’ prevalent in some applications of practice that [Parvin \(2018\)](#) has warned us about. Second, we should be realistic about the change that the stories can make. It is important that to be honest about this with communities, while a complete overhaul of a service may be the end goal, its likelihood – at least in the near future – is potentially unlikely. Therefore, managing expectations among the storytellers about the changes they are likely to see and when they are likely to be seen is paramount – keep them in the ‘loop’ about these developments. Such an approach will build and maintain relationships of trust for the future. Finally, we need to be bold and put trust in citizen-led agendas. Practitioners in this

field need to avoid trying to control and manipulate the storytelling to fit the service's vision or agenda, as such techniques ultimately undermine what you are trying to do. The easiest way to do this is to ensure buy-in at all layers in the service. However, it is clear that sometimes buy-in can only be attained once people see the fruits of the labour and is not always possible at the start. If this way of working is new within a service, then it may be necessary to act as a shield between the pressure from the service and the storytelling, navigating and treading a new path and, ultimately, playing a role in a greater paradigm shift. An arduous task, but one that is worth the effort.

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