

PERFORMANCE SCRUTINY – 9 MAY 2019

OVERVIEW OF THE ADULT SOCIAL CARE CO-PRODUCTION PROGRAMME

Report by Benedict Leigh – Deputy Director Commissioning

RECOMMENDATION

1. The Committee is **RECOMMENDED** to note the report.

Executive Summary

2. This report has been requested by the Chair of Performance Scrutiny Committee and describes how the co-production programme is being implemented, managed and monitored in an Adults Services setting, what the impact and changes are to date, as well as the expected outcomes.
3. The key areas covered include: why we are changing how we work; progress since September 2017; key projects and extending the reach of the programme.

Context

4. Oxfordshire County Council has a strong commitment to ensuring that our communities thrive, with good quality services that are designed in partnership with our residents, as set out in our Corporate Plan, and our Adult Social Care ambitions. It is important to recognise that Oxfordshire has a growing, ageing population and this presents a challenge with regards to funding.
5. In 2014 co-production was written into the Care Act, under the Department of Health Care and Support Statutory Guidance, providing local authorities with a framework of legal obligations for resident involvement.
6. In 2016, senior leaders in Adult Social Care made a commitment to co-production, by planning a co-production programme. In 2017 they recruited a co-production team and set up a co-production board with a view to:
 - Meeting our obligations under the Care Act 2014.
 - Making the services we provide more relevant and effective
 - Supporting communities to be more engaged and connected.
 - Ensuring the services we provide are sustainable in the long term.
 - Increasing public confidence and improving relationships between the council and residents.

7. The co-production team is responsible for providing support, advice and resource on co-production, enabling the council to develop its approach to working *with* the community. The team support the running of the co-production board and the development of co-production champions, who are our experts by experience Their role is to drive this change across health and social care, and within our communities. This has been supported by the Social Care Institute for Excellence (SCIE), national experts in co-production, and leaders in providing independent support and improvement to the health and social care sector.

What is co-production?

8. Co-production means working together as equals to maximise our resources and assets and explore new ways of doing things that benefit the community.
9. Working as equal partners means that everyone who has relevant experience and skills is able to contribute, but that people will have specific roles and jobs to do to make things work smoothly.
10. Good co-production is:
 - Involving the people that matter, at the right time, and in a meaningful way
 - Listening to each other, and communicating well, feeling understood
 - Respecting each other's opinions, however different they are to our own
 - Working together and developing trust and respect to form good working relationships
 - Working as equal partners, from start to finish (where possible)
 - Making decisions, developing ideas and solving problems together
 - Everyone working in a positive way that gets results and makes things better for all
 - Understanding that everyone has something to contribute and have different challenges and needs
 - Everyone is recognised and celebrated for the contributions they make

Researched benefits of co-production

11. Academic and policy research recognises that:
 - Involving people in design and decisions affecting their lives gives them control over their own lives and gives the community collective ownership.
 - This helps people thrive and feel a sense of place and belonging.
 - Combining the knowledge, skills, and resources (assets) of the community leads to better outcomes.

Co-production nationally

12. Co-production is currently being readily discussed in multi-agency conferences and round-tables around the country. It is also being trialled within councils and the NHS

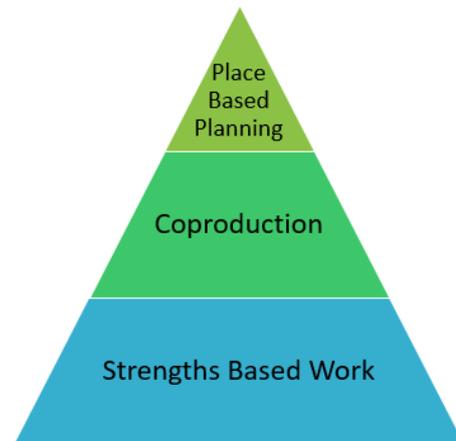
nationally. The latest research articles note that there is still some progress to be made in understanding the theory and practice of co-production, and how the principles can be applied successfully.

Co-production in Oxfordshire

13. Oxfordshire is one of the leading authorities in co-production nationally. The progress made through investment in a team, board and champions is apparent in national network discussions of co-production practitioners (#CoproEngland). It is also visible in the number of local authorities who contact us for advice and support, and request access to our programme approach. We have visited or been visited by several authorities wishing to learn from our experience.

14. Co-production is central to the way in which we work with people who receive services

- **Place Based Planning** - Planning to meet needs with local communities / places
- **Co-production** - Planning and delivering services together with the organisations that deliver support and the people who use support and their families.
- **Strengths Based Work** - Working with individuals to decide outcomes and plan support for the person to achieve these



15. Supporting people through change is a key role of the co-production programme. This means:

- helping people believe in the change enough to enable them to do something different;
- helping people learn about the change (co-production) and trust that it can work;
- helping people believe that they can change the way they work and behave;
- supporting them to try and adopt the change and use co-production.

16. Co-production also features in the Council's Corporate Plan which states; "We want our residents to work as our partners in the design, purchase and delivery of all our frontline services, so our services are shaped by those that use them".

17. However, to enable organisation-wide change and for co-production to reach its full potential, the organisation and its leaders need to adopt the change, and encourage all staff to buy-into it, which requires a culture change from the top.

Co-production in Adult Social Care

The co-production programme

18. The co-production programme was set up with the aim of embedding co-production across the council, the programme consists of:

- **Co-production Board** – our experts by experience advisory who provide a check and challenge function.
- **Co-production Champions** – our experts in the community, supporting development of toolkits, training, and workshops.
- **Co-production team** – supporting the whole programme, the board and champions, and individual key projects.

Progress to date

19. In the first year of co-production in Adult Social Care we have:

- Recruited a Co-production board of residents, 'experts by experience', who we work alongside to oversee change;
- Trained 20 Co-production Champions, including residents, staff, partner organisations, and voluntary sector organisations. Their job is to educate and spread the message across the County.
- Successfully piloted a number of co-produced projects to test the change and learn what works best;
- Worked alongside national experts SCIE to develop advanced training on co-production;
- Begun to encourage the use of co-production more widely across the council; in transport, libraries, properties and the Children's Directorate.

Examples of key projects

20. Older People's Strategy

- 600+ people involved from a mix of areas and backgrounds.
- It was a different model of co-production, because of the scale of the project.
- It was a good example of partnership working with our health colleagues with OCCG and OCC Engagement teams working together for the first time on this scale.
- This helped build trust and working relationships between the two organisations, as well as in the other organisations and people involved.
- This project has provided an outline to help us develop more co-produced strategies in the future, including the Adults of a Working Age Strategy.

21. Moving into Adulthood (transition project)

- 108 people involved from a mix of areas and backgrounds.
- It was truly co-produced, and the time was allowed for this to happen meaningfully.
- The group built trust and strong relationships.
- The group involved a wide number of people to get input from a range of stakeholders, including researching other areas out of county.

- The outcome was a clear set of recommendations for changes in the transition process, which is now being taken forward into a proposed business model.

22. Grants panels

- People who use services and carers sat alongside Councillors and County Council officers on both the Innovation Panel and Sustainability Panel.
- Decisions were made by the panel about grants awarded to charities and community groups.
- The people who use services and carers involved have given positive feedback from the experience whilst Councillors stated having such representation on the panel was very helpful.

23. Quality Checkers service

- Our Contracts & Quality team have co-produced support from a Quality Checkers service (Learning Disability).
- Quality Checkers are Experts by Experience – people who have previously received services – who are independent of the Council and supported and organised by My Life My Choice.
- The aim in the coming year is to explore how we can co-produce and expand this type of arrangement for it to be delivered by older people in Older Persons services.

Evaluating and measuring co-production

External evaluation

24. Several organisations have evaluated Oxfordshire's approach to co-production.

- The **Social Care Institute for Excellence (SCIE)** reviewed our programme and found that we have had some real success in year one. They recognised we had demonstrated some good practice and awareness building around working more closely with residents. They recommend that for year two we begin embedding co-production more widely.
- Recent **Care Quality Commission (CQC)** and **Ofsted** reviews prompted us to consider more development for co-production in Adult Social Care by continuing to involve people who use services, families and carers. In a recent follow up review they noted the use of co-production in the development of key strategies.
- The recent **Local Government Association Peer Challenge** said that our approach is being watched by other local authorities, who are impressed with our innovative working. They noted that we have a strong relationship with our partners, which we can build on to create a single vision. They also recognised that we need to embed co-production across the organisation, take more risks and be even more innovative.

Measuring co-production

25. Our methods for mapping and monitoring progress involve several approaches:

- Collecting and reporting on key data to the Co-production Board
- An annual staff survey (supported by SCIE)
- Focus groups and interviews with key stakeholder groups (supported by SCIE and co-produced with Board members and Champions)
- Collecting qualitative feedback data from people participating and staff
- Monitoring team clinics and workshops
- Inputting into the Adult Social Care Directorate Leadership Team monthly highlight report
- Quarterly performance report for CEDR; as well as reports for Performance Scrutiny and Cabinet as requested.

26. In 2017-2018 the number of people involved in co-production projects or training went from around 30 at the start, increasing to 120 by mid-year, and totalled over 900 by year end.

Project/Area:	Approx. number of people involved:
Moving into Adulthood	108
Older People's strategy	600
Co-production Board	32
Co-production Champions	20 (members) 20 (waitlisted) 95 (applications)
Voluntary Sector Contract	40
Grant funds Panel	15
Fostering review	20
Co-production toolkits	20
Care home pathways	30
Wellbeing teams	37
Expenses policy review	12
Ageing well campaign	40

Co-production Programme – Key work for 2019

27. The overall aim for the coming year is to ensure more key pilot projects are successfully completed or underway within Adult Social Care, we will also be running further workshops and training sessions, to help more people understand how to use co-production.

28. We will continue to ensure co-production is built into the way we work with people, and our processes. This will include working with our partner organisations to make the whole Oxfordshire system better at supporting people to use co-production.

Key future projects

29. Older People's Strategy implementation plan

- The draft strategy went to the Health and Wellbeing Board in November, and for consultation from December. The strategy has four priorities and makes a commitment that the next steps will be co-produced, the first of which is a stakeholder focus group on 13 May.

30. Moving into Adulthood delivery model

- Since the recommendation was taken to DLT by the co-production group, the new Project Management Office for Adult Social Care has been developing a business model for implementing a transition service. The next phase will follow in 2019.

31. Further Grants panels

- The grants panels have been a success and we will use the learning gained from the first year to continue with and develop these further in 2019.

32. Carers pathway review

- We recognise from our data, surveys and CQC report that we need to review our offer to carers. We aim to work with carers to review what does and doesn't work, and how we can work together to improve the experience of carers. A Listening Event with Carers will be held on 22 May.

33. Self-funders review

- In 2017 the CQC found that people funding their own care faced barriers to accessing advice, information and guidance about services and we are co-producing a piece of work that will resolve these issues.

34. Homecare Standards co-design

- The Homecare Standards which set out what people receiving care in their homes (and their relatives) told us what they expect from providers of care was produced in 2014. These now need to be reviewed and we will work with people who use services and carers again to ask what is most important to them.

35. Co-production toolkit launch

- We have worked with staff and co-production champions to co-design a toolkit for enabling people to understand and use co-production. The toolkit is in the testing phase and will be launched in the spring of 2019.

Co-production across the Council and Health Partners

36. The co-production team have also been working with: **highways, transport, libraries, schools**, and have been involved in several developments, including the **Corporate LGA review** of our Voluntary and Community Sector contract, and in **children's** - supporting the Foster Carers engagement work, to review our 'offer'. This work has resulted in a lot of very positive feedback from foster carers.

37. The Co-production Board has recognised the need to extend the scope of co-production to include health partners and has invited the Chief Executive of the

Oxfordshire Clinical Commissioning Group to sit on the board alongside them. The co-production Champions also support broadening the work and have suggested more work with NHS and schools. As a result, Champions have been running workshops and speaking at meetings in the voluntary and community sector as well as across health and children's social care.

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