

Decision Pathway – Report



PURPOSE: For noting

MEETING: Cabinet

DATE: 05 March 2024

TITLE	Co-production Policy and Process for Adult Social Care		
Ward(s)	All wards		
Author: Catherine Martin	Job title: Transformation and Commissioning Lead		
Cabinet lead: Cllr Helen Holland, Cabinet Member for Adult Social Care and Integrated Care System	Executive Director lead: Hugh Evans, Executive Director: Adults and Communities		
Proposal origin: Mayor			
Decision maker: Cabinet Member Decision forum: Cabinet			
Purpose of Report: Report to inform cabinet of the progress on the development of a Co-production Policy for Adult Social Care and set out our commitment to embed co-production throughout Adult Social Care.			
Evidence Base			
<ol style="list-style-type: none"> 1. The term 'co-production' describes working in partnership by sharing power between people who draw on care and support, carers, families, and citizens (SCIE, 2022). In addition, the term co-production is increasingly being used to describe relationships with people who work in service delivery. 2. Co-production is a way of working that is properly inclusive. It aims to ensure that people are meaningfully involved in the processes through which adult social care is understood, resourced, designed and implemented. Co-production is much more ambitious than existing technical processes of consultation and engagement, which are prescriptive, and which tend to make people feel as if they are being asked to comment when a decision has already been reached. In co-production, the conversation starts within the partnership at the beginning of the process and carries on throughout. 3. Co-productive approaches are now universally recognised as 'best practice' in adult social care and NHS contexts. In the new Care Quality Commission Adult Social Care Assurance Framework, co-production is increasingly being highlighted as a key signifier of mature, high-performing social care activity. In a recent LGA Peer Review in Bristol (December 2023), reviewers were clear that evidence of meaningful co-production was a major prerequisite. This requirement is also evidenced in the five pilot Care Quality Commission inspections that took place in the second half of 2023. 4. Co-productive relationships are not always easy. In the experience that has been gained in Bristol so far, co-production can end up posing more questions than it answers. Sometimes the questions that arise are difficult. Whilst taking a co-productive approach can make it more likely that things are right for people the first time round, preventing resources from being wasted, co-production also necessitates compromise, and means that everyone doesn't always get what they want. 5. Prior to this work, Bristol began a conversation with Disabled People Organisations (DPOs) about the council's application of the requirements of the Care Act (2014) given the imperative to fairly allocate Adult Social Care funding within the agreed budget to meet the diverse needs of the population. This work informed the proposed 			

Fair and Affordable Care Policy.

6. As a fledgeling effort to work co-productively, Bristol involved DPOs at the heart of the conversation about fair and affordable care. The process has been contested, but real learning has been gained about how to meaningfully work in a way that aligns to the principles of co-production. Whilst the Fair and Affordable Care Policy is not being taken forward at this stage, the cabinet lead for Adult Social Care has confirmed that an alternative approach will be taken to co-design an agreement on fair and affordable care to be led by the Mayor's Disability Equality Commission, involving key stakeholders to make recommendations as to how the fair allocation of resources can be achieved.
7. Co-production in practice can be applied in different ways depending on the situation. In all instances it is necessary for the people involved to agree their definition of co-production, their way of working, and what they hope to achieve from the relationship and process. Examples of co-productive working could range from working with people who draw upon care and support to co-produce a completely new service, to working with people to co-produce a revision of an existing policy or procedure.
8. Think Local, Act Personal (TLAP) cite the six important component parts of co-production:
 - a. **Recognising people as assets** – People are seen as equal partners in designing and delivering services, rather than as passive beneficiaries or burdens on the system.
 - b. **Building on people's capabilities** – Everyone recognises that each person has abilities and people are supported to develop these. People are supported to use what they are able to, to benefit themselves and their communities.
 - c. **Developing two-way reciprocal relationships** – All co-production involves some mutuality, both between individuals, carers, and public service professionals and between the individuals who are involved.
 - d. **Encouraging peer support networks** – Peer and personal networks are often not valued enough and not supported. Co-production build these networks alongside support from professionals.
 - e. **Blurring boundaries between delivering and receiving services** – The usual line between those people who design and deliver services and those who use them is blurred with more people involved in getting things done.
 - f. **Facilitating not 'delivering to'** – Public sector organisations enable things to happen, rather than provide services themselves.
9. Adult Social Care (ASC) is committed to bringing co-production into practice in line with strategic aims as stated in the Corporate Strategy (2022-2027). To achieve this, ASC is working with people with 'lived expertise' and the Bristol Disability Equality Commission, to co-design a co-production policy and process. The co-production policy and process will be finalised in the summer of 2024. It will provide a guiding set of principles for co-production and a framework for how ASC should work co-productively with people.
10. This report aims to assure Cabinet of the commitment within ASC to fulfil this corporate objective. This way of working is not optional or a desirable 'nice to have' approach. It is fundamental to the way that Adult Social Care is being conceived of and developed nationally. The report shines a light on the good practice that is taking place as we continue our co-production journey.

The developing co-production process

11. It is important that the development of this policy includes people who draw upon care and support as they are experts by their experience. This report refers to these individuals as people with **lived expertise**. To enable this work to happen, additional dedicated fixed-term capacity with specific skills relating to community development and Disability equity and equality has been recruited into the Adult Social Care Commissioning team.
12. A co-production working group has been set up involving people with lived expertise and representatives from community-led organisations. The purpose of the working group is to co-design the policy and process through a series of dedicated meetings. There are more people with lived expertise in the working group than people from

community-led organisations. A conscious effort has been made to ensure that the working group reflects the diversity of the city's community.

13. In line with the key considerations from TLAP, substantial time and effort is being put in to ensure equity between all the members of the group, both the individuals with lived expertise and organisation representatives, including understanding and accommodating peoples access needs, building trust between group members, actively addressing barriers to participation, and co-designing a way to make decisions as a group. People with lived expertise are also being remunerated for their time and involvement. To support people with lived expertise to participate in the working group, additional support is being provided to those who need it. This additional support has been put in place for people with lived expertise to build their confidence and knowledge on the topics being discussed in advance of the meeting, giving people the opportunity to ask questions and think about the topics ahead of the working group meeting. This additional support also seeks to address issues with 'power in balance' between different group member who are paid community group representative and where it is their role as part of their employment to participate in such discussions. Feedback from some of the people with lived expertise has indicated that this is the 'best group they have been involved in'.
14. In addition to the development of a co-production policy and process, work is taking place with system partners, including Bristol, North Somerset, and South Gloucestershire Integrated Care Board (BNSSG ICB), Changing Futures, Bristol Disability Equality Commission and Public Health to align co-production principles, with an aspiration to adopt a 'One City' approach. Initial discussions have taken place and there is commitment to explore and progress short, medium and long term ambitions.
15. Opportunities for collaboration include signing up to a shared set of co-production principles, developing a set of tools and resources to enable partners to know how to apply co-production for different circumstances and exploring pooling of resources such as the development of a people's bank: a 'pool' of people with lived expertise who are interested in being involved in current and future co-production. Furthermore, Bristol is a key player in the Southwest Local Authorities, taking a lead role in Association of Directors of Adult Social Service (ADASS) to further co-production with regional Local Authority neighbours.

Resources

16. The development of the co-production policy and process is resourced through various budgets. The dedicated co-production officer role is fixed term and currently budgeted for until summer 2024. Continuation of this post is vital to embed co-production into practice in ASC. Resources to fund the activity and to remunerate people with lived expertise for their time are paid through an internal wellbeing budget held by ASC commissioners. Current expenditure to date is anticipated to be c.£12k by the end of the first phase of the project. This represents excellent value for money. It is important to note that to increase and improve co-production in ASC, expenditure against this budget should increase.
17. There may be times where ASC cannot fully co-produce a plan with an individual for example considering duties under the Care Act 2014. In these circumstances ASC will act in accordance with Care Act statutory guidance 'and take all reasonable steps to reach agreement with the person for whom the plan is being prepared'
18. Bristol is at the start of its co-production journey. Co-production is a cultural change for the ASC directorate. Embedding this into reality is likely to initiate dynamic and sometimes challenging conversations that will necessitate rethinking of the ways in which services are designed, developed, and delivered. It will bring to the fore new power dynamics and questions about how people with lived expertise take an active part in in strategic decision making. Despite the distance left to travel, we are proud of the progress made to date and the commitment within ASC to embed co-production. In the future, co-production will enable improved practice in ASC, and allow the development of services to help people fulfil their potential to live '**a gloriously ordinary life**', in line with ASC vision, as people who draw upon care and support and people who deliver services work in partnership to achieve this.

19. A further report will come back to cabinet in late summer 2024 providing detail of the final Co-production Policy and Process, how the policy will be adopted in ASC and provide an update on the progress of aligning co-production principles across the system.

Cabinet Member / Officer Recommendations:

That Cabinet:

1. Notes the report detailing the progress being made to a) co-design a co-production policy and process for Adult Social Care b) Embed Co-production in Adult Social Care c) Work in partnership with system partners to adopt a One City approach.
2. Commits to and fully endorses the continued development of co-production in Adult Social Care as a council and corporate priority.
3. Agrees for the final Coproduction policy and process to return for further consideration when the new committee system is formed.

Corporate Strategy alignment:

This proposal aligns with our Health, Care and Wellbeing priorities within the Corporate Strategy 2022-2027 both under Transforming Care.

City Benefits:

This proposal has various benefits for the City and improves outcome for people by promoting equality and inclusion and supporting the transformation of care by working in partnership with people who draw upon care and support.

Consultation Details:

This proposal has been discussed at the ASC Equalities forum and be discussed with the cabinet member for Adult Social Care. Once the Co-Production policy and process has been co-developed, further consultation and engagement will take place with stakeholders.

Background Documents:

Think Local, Act Personal, [What is coproduction | In more detail | TLAP \(thinklocalactpersonal.org.uk\)](#)

Revenue Cost	£ 0	Source of Revenue Funding	N/A
Capital Cost	£ 0	Source of Capital Funding	N/A
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice: There are no significant financial implications arising from this report at this stage and costs arising from the policy development will be met from within existing Adult Social Care resources. As the policy and co-production process is developed any further financial implications will need to be considered.

Finance Business Partner: Denise Hunt – Finance Business Partner - 3 January 2024

2. Legal Advice: There are no specific legal implications identified in this report

Legal Team Leader: Kate Meller – Team Manager – Litigation, Regulatory and Commercial – 3 January 2024		
3. Implications on IT: I can see no implications on IT regarding this activity		
IT Team Leader: Alex Simpson – Lead Enterprise Architect – 19 December 2023		
4. HR Advice: The report is to inform cabinet of the progress to date on the development of a Co-Production Policy and Process for Adult Social Care and there are no significant HR implications arising from this in relation to Bristol City Council employees.		
HR Partner: Lorna Laing, HR Business Partner - 21 December 2023		
EDM Sign-off	Hugh Evans, Executive Director Adults and Communities	10 January 2023
Cabinet Member sign-off	Cllr Helen Holland, Cabinet Member for Adult Social Care and Integrated Care System	22 January 2023
For Key Decisions - Mayor's Office sign-off	Mayor's Office	5 February 2024

Appendix A – Further essential background / detail on the proposal	NO
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	NO
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	NO
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO