



City and County of Swansea

Notice of Meeting

You are invited to attend a Meeting of the

Scrutiny Working Group - Coproduction

At: Multi-Location Meeting - Gloucester Room, Guildhall / MS Teams

On: Thursday, 9 March 2023

Time: 2.00 pm

Convenor: Councillor Lyndon Jones MBE

Membership:

Councillors: P M Black, R Fogarty, D H Jenkins, M H Jones, H M Morris, L G Thomas, M S Tribe and L V Walton

Agenda

Page No.

1 Apologies for Absence

2 Disclosure of Personal and Prejudicial Interests

www.swansea.gov.uk/disclosuresofinterests

3 Prohibition of Whipped Votes and Declaration of Party Whips

4 Public Questions

Questions can be submitted in writing to Scrutiny scrutiny@swansea.gov.uk up until noon on the working day prior to the meeting. Written questions take precedence. Public may attend and ask questions in person if time allows. Questions must relate to items on the open part of the agenda and will be dealt with in a 10 minute period.

5 Coproduction Report

Invited to attend:

Cllr Hayley Gwilliam – Cabinet Member for Community
Lee Wenham – Head of Communications and Marketing
Rhian Millar – Consultation Coordinator
Suzy Richards – Sustainable Policy Officer

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6 Discussions and Conclusions

Councillors are asked to discuss conclusions arising from this session for inclusion in the Convenor's letter to the Cabinet Member, or if appropriate, a report to Cabinet:

- a. What do you want to say about this issue to the Cabinet Member (what are your conclusions arising from this session?)
- b. Do you have any recommendations for the Cabinet Member arising from this session?
- c. Are there any further issues you wish to highlight to the Scrutiny Programme Committee arising from this session?

Huw Evans

Huw Evans
Head of Democratic Services
Thursday, 2 March 2023

Contact: Rachel Percival – 01792 636292

Agenda Item 5



Report of the Cabinet Member for Community

Scrutiny Programme Committee – 9 March 2023

Swansea Council Coproduction and Involvement Project

Purpose:	This report provides an update on corporate plans and progress towards embedding coproduction at Swansea Council
Policy Framework:	Council's 2022-23 Corporate Plan Transformation and Future Council Development Wellbeing Objective
Consultation:	Legal, Finance, Access to Services.
Report Author:	Richards Rowlands Suzy Richards
Finance Officer:	Paul Roach
Legal Officer:	Debbie Smith
For Information	

1. Introduction

- 1.1 Coproduction occurs in public bodies when the people responsible for the design, commissioning, and the provision of public services (i.e., elected members and professionals), and the people who access and receive services (citizens), share power and responsibility, and work together for mutual benefit in equal, reciprocal, and caring relationships. It helps to ensure that services are effective and make a positive difference in people's lives; it helps to enable people to access relevant and meaningful support when they need it; and through coproduction, people, services, and communities become more effective agents of change.
- 1.2 Coproduction is part of a wider spectrum of interactive activity illustrated in the diagram below, which ranges from coercion/ protection (e.g., public

health responses to a pandemic) to coproduction and involvement (e.g., designing care services).

A spectrum of interactions

doing to		doing for			doing with
coercion protection	education persuasion	information	consultation	participation	co-production involvement
e.g. criminal justice, safeguarding	e.g. smoking cessation programmes	e.g. Council website info on bin collections	e.g. surveys, urban planning, FixMyStreet	e.g. drop-in events, focus groups	e.g. person-centred care, shared decision-making

2. Background

2.1 The Council has been striving to improve its coproduction capacity and capability in recent years and has had some success, particularly in social care. For example, in July 2021, the Council endorsed the Regional Partnership Board’s Strategic Framework for Coproduction (Annex 1).

2.2 As part of the Equalities Scrutiny Inquiry, it was recognised that ‘a desire for a cross-council coproduction strategy’ was an emerging theme, this was clear during discussions especially with disabled people and carers. Coproduction was also identified as a key issue during engagement as part of the Human Rights City launch/ year of action.

2.3 Our 2022-23 corporate plan commits the Council to continuing to strengthen “consultation, engagement, participation and coproduction with our stakeholders including our staff, citizens of Swansea and our partner organisations, so the Council can make informed decisions that improve the access, quality and delivery of services”.

2.4 We recognise that we are very much at the start of our coproduction journey, and we understand that:

- *Citizens and communities want an equal say in the services they receive and in shaping the communities in which they live, even more so following lived experiences during the pandemic. Coproduction is a great way of enabling this to happen.*
- *Working co-productively requires change across the organisation to our culture, systems, and processes. In order to succeed, we need an infrastructure and specialist skills in place to deliver this change.*
- *Politicians and senior managers have vital roles to play in driving cultural change and they will be pivotal for coproduction to be embedded in Swansea.*

- *We will aim to work in partnership with other bodies and organisations to align our co-productive approach on a local, regional and national basis.*

2.5 Good practice to date is generally concentrated around Social Services reflecting systemic changes in the way we work as part of the Social Services and Well-being (Wales) Act 2014. We aim to extend this work which engages increasingly diverse parts of the community to get involved in coproduction and improving outcomes. The Project will result in the creation of tools to help staff better support people from all backgrounds particularly those from excluded and underrepresented groups.

2.6 This Project aims to help staff and members to clearly scope the scope of coproduction projects at the earliest opportunity ensuring limitations such as legal obligations and limits on resources are clarified and set the framework within which coproduction takes place and where other forms of involvement are more appropriate. Ensuring feedback loops with service users, partners and members of the public are completed will be a key consideration.

2.7 Against that background, in 2022 with funding from the Economic Recovery Fund, the Council procured external support from CoPro Lab¹, to work with us over a 12-month period to help develop a corporate approach to coproduction. The aim of the Coproduction and Involvement project (“the project”), which began in October 2022, is to build on the work and learning relating to co-productive approaches employed throughout the pandemic and to build further internal capacity and capability.

3. Achievements to Date

3.1 The first phase of the project is focusing on assessing the Council’s existing coproduction capability and experience, through the use of a survey and collection of examples of practice. In addition, stakeholder mapping and the recruitment and initial training of nearly 40 Coproduction Champions from across services has taken place along with initial engagement with the Council’s senior leadership.

3.2 The learning phase of the project will continue until mid-March and an insight report is expected by the end of March 2023. Work to date has already identified some good practice as well as areas for improvement, including the need for a corporate coproduction and involvement policy.

3.3 Good practice to date identified by CoPro Lab as part of the engagement process exemplifies the values of coproduction (in bold below).

¹ Co-production Lab Wales is a not-for-profit organisation which helps public services improve outcomes for people through coproduction and involvement. Its surplus contributes to funding the community of practice at the Co-production Network for Wales.

- a) **Value people and build on their strengths**
The Local Area Coordination Team worked alongside their communities during the pandemic, supporting people in those communities to plan and develop how best to support others in their communities. As a result, new projects have been developed and delivered since lockdown with the community taking the lead and Local Area Coordinators helping with communications and connecting people. A small grant pot has been developed with no application process or formal reporting, based on the trust that has developed between the local authorities and communities.
- b) **Develop networks that operate across silos**
Teams also consult and utilise networks with internal departments (e.g., Local Area Coordination) and external specialist organisations to develop their services based on their knowledge of the communities they represent e.g., Kids in Museums, Carers Centre, EYST, Citizens Advice, etc.
- c) **Focus on what matters for the people involved**
Social Workers invite all families to be part of the decision making about their lives. They also undertake ongoing evaluation based on feedback collected from families, using the input from the families who use their service to continually adapt and ensure that the service is appropriate to user needs.
- d) **Build relationships of trust & shared power**
This is exemplified through the development of heritage trails in partnership with local community groups as part of wider regeneration of Lower Swansea Valley.
- e) **Enable people to be change makers**
Children and Young People worked with members of the Corporate Parenting Board sharing their lived experience to develop pledges that will lead towards service redesign.

3.3 The project will lead the development of a draft corporate policy, which will identify when and how coproduction and involvement should be used in the context of wider interactive activity. The policy will also help elected members and officers to determine the most effective ways to coproduce projects ensuring a diversity of people with an interest in the matter are involved.

4. Next Steps

4.1 In addition to the policy, the project, which is scheduled to end in October 2023, will also deliver the following outputs:

- A toolkit of resources to assist officers and members in supporting citizens to coproduce services
- A webpage where staff and officers can access practical coproduction resources

- A role description for Coproduction Champions and virtual Champions' network
 - Training, including for Coproduction Champions, to help ensure we have relevant coproduction expertise within all our services
- 4.2 Over the coming months, CoPro Lab Wales will also provide advice and support on live projects / issues (yet to be identified) that would benefit from a co-productive approach.

5. Conclusions

- 5.1 This paper demonstrates that although Swansea Council is at the start of its corporate coproduction journey, this is well underway and making good progress.
- 5.2 The Project demonstrates the Council's proactive approach towards the integration of coproduction and involvement across services. This will help to improve involvement and engagement with service users, partners and the public in the design and delivery of services.
- 5.3 There is a clear plan in place to achieve the desired outcomes. We aim to build internal capacity and capability supported by a clear policy, associated tools and training targeted at a Champions Network with representation across all services.
- 5.4 This will ensure officers across the Council are able to support any service user, partner, or member of the public from across the diversity of our communities, including those who are often excluded or under-represented. Upskilling officers to offer support rather than assuming those we interact with, will have a pre-existing understanding of coproduction and pre-existing skills, will enable any voice to join in around the table rather focus attention and expectations on those who may already be familiar with coproduction and involvement processes.
- 5.5 The scope and parameters of where coproduction is appropriate will be explored as part of the Project and addressed by the Policy. This would include communication and feedback to those involved in coproduction activities.

6. Financial Implications

- 6.1 There are no direct financial implications associated with this report itself.

7. Legal Implications

- 7.1 There are no legal implications associated with this report.

Background Papers:

Annex 1 Strategic Coproduction Framework

Appendices: None



Co-production Strategic Framework

1. Purpose of this Framework

This strategic framework provides the key principles within which all Council services can consider using co-production. It aligns closely with the Consultation and Engagement Strategy, as service design development and change usually involves a mix of all three elements.

Social Services is in the process of delivering a targeted Co-production Strategy. This has been developed using a co-productive approach with service users, partners and communities. This Corporate Co-production Framework draws on the work of Social Services whilst recognising the diversity of Council services; a range of engagement tools is often needed in the design, development and delivery of Council services.

2. Context and Key Drivers

In the context of Swansea Council, co-production involves citizens, service users, the workforce, partners and other key stakeholders in the design, development and change of its services. The co-production process would be used right from the outset, involving those people who can provide the most appropriate help, knowledge and resources in shaping or changing services.

Co-production tends to be used most widely within 'people' based services such as social services, health, and housing and is one of the key requirements within the Social Services and Well-Being Act (Wales) 2014. This strategy aims to provide a framework that can be used holistically across all Council Services.

3. Principles

Co-production guiding principles have been developed drawing on the good practice and experience of the social services pilots and knowledge and experience of other organisations.

Swansea's co-production activities will:

1. Value all participants
2. Develop community networks and social capital
3. Focus on outcomes and what matters most to Swansea citizens
4. Work in partnership with its workforce and trade unions
5. Build trusted relationships based on behaviours that emphasise equality and reciprocity

6. Work in partnership with the people who use Council services, as catalysts for change.

4. When to Use Co-Production or Consultation and Engagement?

<p>Co Production Co-production is an equal relationship between all people involved.</p>	Effective co-production takes time to deliver meaningful outcomes and cannot be applied universally to every change. For example, consultation and engagement would be more appropriate where a change in the law leads to prescriptive service delivery.
<p>Co Design People who use services are involved in making decisions only.</p>	Some services are driven by Central Government processes and regulations to prevent fraud. The Council aims to make these processes and any information, advice and support as accessible as possible. However, not all parts of these services would be suitable for co-design and co-production.
<p>Engagement People who use services give their views and may be able to influence some decisions.</p>	Co-production is a helpful tool where there is more flexibility around how services can be designed, delivered and funded. Especially where accessibility and ease of use are of primary importance.
<p>Consultation People may give their views but may have no power to change.</p>	Co-production changes the relationship from people being 'voices' to 'partners' in designing and delivering services. It can also build stronger networks, whether that be staff, partners or communities, by transforming services and ensuring they are sustainable in the longer term.
<p>Informing Inform people about the services they use and explain how they work.</p>	
<p>Educating The people who use services are helped to understand the service design / delivery.</p>	

5. Outcomes and Benefits from Co-designing and Co-producing Services

The Social Services Co-Production Strategy identifies the following key benefits and outcomes from using co-production:

- Service users feel **involved in the whole process** and are involved in all aspects of planning, developing and delivering services
- Service users feel **valued** for their knowledge, experience and skills
- The process may result in people experiencing a **blurring of roles** between people who use services and professionals
- Outputs from the process **build positively on the existing capabilities** within services and communities
- Services become **agents for change**, not only service providers
- Friends and family support networks feel as valued as professional networks in delivering outcomes
- Service users have more **equal, meaningful and powerful roles** in services
- Everyone involved feels the **relationship** is open, honest and transparent
- It delivers **tangible products**.

6. Key Aims to 2025

The Council aims to:

- **Grow awareness, knowledge and skills** in co-design and co-production
- **Grow the number of people and networks** the Council can work with in a co-productive way
- **Communicate well** – keep everyone well informed, be clear on how decisions are made and keep reports clear and concise
- **Establish, develop and deliver a rolling programme** of consultation, engagement, co-design and co-production activities across services, which is reviewed and updated annually
- **Develop toolkits** to support those undertaking co-design and co-production
- **Establish governance arrangements**
- **Monitor outcomes, evaluate progress and continually learn** and adapt as the Council's competence in this area matures.

7. Key Milestones to 2025

In order to change the change the Council's culture and increase consultation, engagement, co-design and co-production, a series of steps must be delivered including:

Key Milestone	By When?
Devise and deliver a training programme to raise knowledge and awareness of co-design and co-production and how to apply it appropriately	March 2020
Developing and agreeing a rolling programme for co-design and co-production, i.e. who, what, when, how	October 2019
Develop toolkits and resources to help everyone involved	March 2020
Train the equality champions and expand the network of co-design and co-production 'experts'	July 2020
Embed the ethos and promote the values of co-production when drafting job descriptions, setting objectives and undertaking appraisals	December 2020
Continually evaluate and annually review how co-production is working and measure the impact and outcomes	March 2021
Establish governance and reporting through Leadership Team and the Equalities Policy Development Committee	October 2019