

Joint Commissioning (Version 5 - October 2014)
Appendix 9 – Commissioning and Co-Production –
Making it real: Dorset, Bournemouth and Poole

Discussion Document

Commissioning and Co Production

Making it real

1. Definitions

- 1.1. **Commissioning:** Commissioning is the process for deciding how to use the total resource available for children, young people and parents in order to improve outcomes in the most efficient, effective, equitable and sustainable way. Commissioning takes place on three levels; strategic, operational and individual and co production should feature at each of these levels.
- 1.2. **Co production:** Co-production means delivering public services in an equal and reciprocal relationship between professionals, people using services, their families and their neighbours. Where activities are co-produced in this way, both services and neighbourhoods become far more effective agents of change. This is illustrated in the table below.

		Involvement in Service Planning		
Involvement Service Delivery		Professional only	Professionals and users and communities	No Professional Input
	Professional only	Traditional paternalistic or managerialist service delivery	Paternalistic or managerialist service delivery with user involvement in planning	Bespoke services commissioned by users and delivered by professionals
	Professionals and users and communities	Community delivery of professionally designed services	Full co production	Technically aided community planned services
	No Professional Input	Voluntarism-state designs service but commissions others to deliver	Technically aided community delivered services	Self organising or self help models of service production

2. Purpose

- 2.1. **Commissioning:** Effective outcomes based commissioning at the strategic, operational and individual level enables children and young people, to know that they are safe and to grow up as competent and confident learners and communicators, healthy in mind, body, and spirit, secure in their sense of belonging and in the knowledge that they make a valued contribution to society. The focus of commissioning is on improving outcomes for all but ensuring that those children and young people who are more vulnerable receive the most appropriate interventions so they are able to be resilient to the potential impacts of their vulnerability.
- 2.2. **Co Production:** The purpose of co-production is to ensure that there is meaningful engagement of children, young people and their families in the organisation of services that affect them. Co production conveys that all people have assets and gifts that can be shared and used to improve outcomes. Different levels of commissioning although directed towards outcomes vary in the target for those outcomes. Co production is about involving and valuing the contribution and assets of all key actors – people who use services, their carers and families, people who

deliver services, people who commission services and the wider community. It is about co-design, co-delivery and co-commissioning (and much more).

- 2.3. Co production has the potential to create more resilient individuals, families and communities through improving social capital. Social Capital is the factor that integrates the various influences on the success and life chances of children and young people. In fact 'child development is powerfully shaped by social capital trust, networks and norm of reciprocity within a child's family, school peer group and larger community have wide ranging effects on the child's opportunities and, hence on behaviour and development'¹
- 2.4. Building resilience through social capital provides people with the resources to cope with adversity and not allow situations and circumstances to impede progress across a range of outcomes. These processes become an important part of how we find ways to reduce demand for more intensive support because individual, families and communities are more robust and strong.

3. Principles

- 3.1. The Pan Dorset Review of Joint Commissioning undertaken by the Bournemouth Dorset and Poole Local Authorities and Dorset CCG agreed a number of principles that underpin the work of commissioning children services
- 3.2. Effective commissioning for improved outcomes relies upon:
 - Children and Young People knowing that they are safe through access to efficient and effective services that makes their welfare the centre of any activity
 - Involvement and real participation of children, young people and families in co producing service design and delivery and thereafter evaluating for impact
 - Intervening early in life or early in an episode of increased vulnerability to reduce demand and costs for more intensive support
 - Taking a life course approach and embedding the principle of least intervention first time
 - Use needs assessments to inform priorities for particular localities and districts
 - Use available evidence to understand what outcomes are required to make an impact and where they are most needed
 - Building on the evidence of what works
 - Understanding total resource and how it can be best used to meet outcomes
 - Services that are consistent in their quality and are holistically designed around the needs of individual families, children and young people
 - Ensuring the maximum benefit and value is made through effective joint commissioning

¹ Putnam RD (2000) Bowling Alone

- A commissioner and provider workforce that is skilled in communicating with and working effectively with children, young people and families
- The use of evaluation, audit and service reviews to ensure quality and efficient service, which meet needs and lead to improved outcomes.
- Seeking synergies and alignment of commissioned activity across partners
- Use combined expertise to deliver more integrated and cost effective services

3.3. The principles that make co production effective are²:

- Recognising people as assets: seeing people as equal partners in the design and delivery of services, not passive recipients or burdens on public services.
- Building on peoples existing capabilities: rather than starting with peoples needs, co produced services start with people's capabilities and look for opportunities to help them flourish.
- Fostering mutual and reciprocal relationships: co production is about mutual and reciprocal partnerships, where professionals and people who use services come together in an interdependent relationship recognising that all have a valuable role in producing effective services and improving outcomes.
- Strengthening peer networks: engaging peer and personal networks alongside practitioners and professional is the best way of transferring knowledge and supporting change.
- Breaking down barriers; changing the distinction between professionals and recipients, and between producers and consumers of services, by reconfiguring the way services are developed and delivered.
- Facilitating rather than delivering: enabling professionals to become facilitators and catalyst for change rather than the identified provider of services.
- Co production walks the line between user led and evidence informed practice and requires us to change the way we work

4. **Co Production across the commissioning spectrum (Appendix 1 illustrates co production across this spectrum for SEND)**

- 4.1. **Strategic commissioning** refers to commissioning activity that is focused on setting out a clear strategy for local services to secure outcomes for an area as a whole. Strategic commissioning will only be effective if it is a joint activity undertaken by a range of partners. This includes those who will be affected by strategic commissioning decision. Strategic Commissioning involves declaring the service, directorate or whole council vision of what the organisation prioritises its actions and the allocation of its resource. Ask Dorset is a good example of how these priorities can be co produced and that we create a service landscape that resonates with the needs of our communities. The importance of insight from communities and individuals is highly relevant in strategic commissioning.

² Commissioning for outcomes and co production NEF

- 4.2. **Operational commissioning** is focused on planning and developing local services to contribute to those strategic outcomes. These can be service based, but increasingly in the spirit of co production activity in this commissioning domain can be facilitating and supporting alternative service delivery models such as self help and peer networks through communities and groups. Co production at this level of commissioning can also involve service recipients taking a meaningful role in the commissioning cycle.

Co production can occur at any stage in the operational commissioning cycle and an example of how young people have participated in this process is provided below.³

Children's Services in Dorset has provided alternative education for young people with a statement of special educational need. The contract with the existing provider was coming to an end and the service went out to tender. The initial phase was to ensure that the Service Specification reflected what young people needed from the service and four young people from a Pupil Referral Unit (PRU) were recruited to take place in a workshop.

The young people went through a step by step process of identifying their own needs, reflecting on the needs of their peers and then exploring how a service might respond to these needs. This concluded with a discussion about what knowledge and skills the successful organisation might need. Using the notes from the session the young people made a short film which outlined what they wanted from an Alternative Education Service. The notes were written into Service Specification in the words that young people had used. Those tendering for the service also received the film that the young people had made. They then had to respond to the young people's specification by saying how they would meet young people's expectations of the service.

- 4.3. **Individual commissioning** is focused on the delivery of an individual service package e.g. a care pathway. The commissioning cycle – understand, plan, do and review – works at the level of individual children and their families. The key commissioning arrangement is the integrated working process which enables the needs of the child or young person to be met. Individual commissioning involves the provision of specific outcomes based services that meet needs. Individual commissioning at this level can involve a range of service providers such as that in the forthcoming Education, Health and Care Plans for children and young people with additional needs, Co production at the individual level can also mean at the individual family level such as that being undertaken by Dorset Families Matter. Outcome based action plans are co produced and agreed by families and their key worker and the family has a choice of support packages that they can access. This provides families with real choice and the ability to choose services which best meet their needs.

³ From A handbook for involving service users in commissioning and service planning

5. What do commissioners need to do differently to effectively co produce?

- 5.1. The commissioning cycle, understand, plan, do, review is a very effective process for decision making around what and how services are delivered. It makes sure we know our communities, children, young people and families' needs well. We are able through the process to build our knowledge of effective evidence based practice and approaches. Introducing the principles of co production into the commissioning mix adds value to that process and requires commissioners' to consider additional actions that can embed those principles into the commissioning cycle. Children's Services have many good examples of where co production has informed the commissioning decisions. The table below illustrates what needs to happen so that those examples become consistent practice:

Traditional Approach	Commissioning Stage	Co Produced Commissioning Approach
A process driven "needs assessment" for example focusing on national and local datasets on demographics, deprivation, poverty, those not in education, Employment or training (NEETs), teenage pregnancy, drug and young people's alcohol abuse.	Developing insight	<p>A needs assessment and:</p> <ul style="list-style-type: none"> • Asset mapping to determine informal provision, assets and resources. • Focus groups with service providers to find out what is working well and what is not. • Informal and semi-structured interviews with young people to explore what they value in life. • Appreciative workshops with young people to get a rich picture of their needs and wants. • Significant engagement work with young people across the communities, on estates, and in schools and pupil referral units
<p>Outcomes/outputs are agreed and prioritised by Commissioners.</p> <p>Key performance indicators are set by commissioners.</p> <p>Service specifications are negotiated and agreed by commissioners and providers.</p> <p>The contract is put out to tender and a workshop on the EU tendering portal is given.</p> <p>After that communication</p>	Planning	<ul style="list-style-type: none"> • An outcomes framework is developed with young people and providers – showing clearly the outcomes that all services will be expected to meet. • A set of quality characteristics is developed – listing the key principles guiding how services should be provided, including: co-producing services; Developing sustainable business models; involving family and friends in support; providing services collaboratively; taking a preventative approach.

Traditional Approach	Commissioning Stage	Co Produced Commissioning Approach
between the commissioners and providers stops until the contract is awarded		<ul style="list-style-type: none"> Providers are given support throughout the tendering process through capacity building workshops and drop-in sessions. People who are expected to benefit from the service are involved in interviewing and selecting providers.
<p>Providers are monitored through a standardised contract management framework, which involves data driven monitoring meeting.</p> <p>Providers are occasionally visited by commissioners on site for performance reviews</p>	Review	<ul style="list-style-type: none"> Providers are evaluated against the outcomes framework and report back to commissioners on a range of subjective and objective indicators. People who use the service play a key role in reviewing the performance of providers, through a variety of methods, such as youth-led assessments, mystery shopping or as peer researchers.

- 5.2. Work with young people in Dorset already can demonstrate the effective integration of co production in our commissioning and service delivery. Our work with young inspectors has supported us to develop insight, effectively plan on the basis of that insight and encourage participation in the review process.
- 5.3. The task now is to embed the principles of co production into our everyday working practice so that the strengths and assets of everyone is used collaboratively to achieve the desired outcomes.
- 5.4. Austerity is driving change. However we should always have an eye towards innovation that means doing things differently, or doing different things. Co production brings additional perspectives that can help that process of innovation as we change what we do and how we do it.

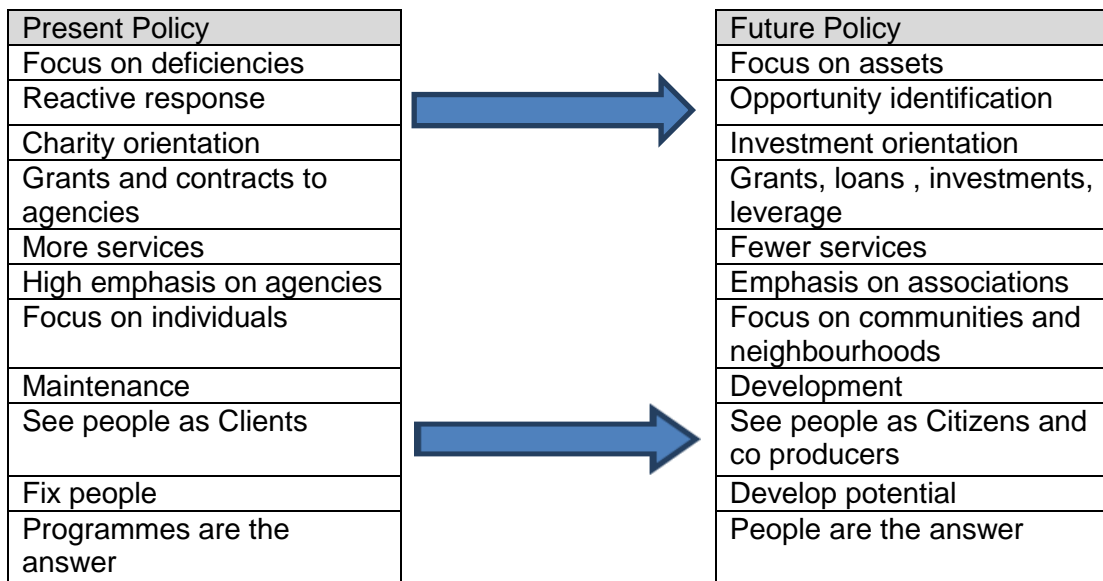
6. A new workforce

- 6.1. New models of service delivery will require a new way of working both collaboratively and at the individual level if the authority is to reap the benefits of localism, co production and social capital.
- 6.2. The policy commission 'The Future of Local Public Services' has defined a new role for the twenty first century public servant. Twenty first century public services fulfil a combination of roles some of which will be new and evolving, others longstanding. The commission suggests that key new roles will include:
 - Storyteller, communicating stories of how the new worlds of local public support might be envisioned in the absence of existing blueprints.
 - Weaver: making creative use of existing resources to generate something new and useful for service users and citizens.
 - Architect, constructing coherent local systems of public support from the myriad of public, private, third sector and other resources.
 - And finally a Navigator, guiding citizens and service users around the possibilities that might be available in a system of truly local public support.
- 6.3. This type of workforce will allow us to stop building capacity, which we can no longer afford, and instead make efforts to build and nurture communities, cohorts and individuals that create the necessary actions to reduce the demands placed upon us.
- 6.4. Changes to both structure and policy that are required if we are to create the right conditions where co production can flourish can too easily be neutralised by prevailing professional identities and behavioural norms.
- 6.5. If these factors are not challenged we may end up with a situation where we convince ourselves through the outward appearance of co production policy but in effect its integration into working practice is an illusion.
- 6.6. Making co production real means that the workforce concentrates on creating the outcomes that matter to individuals, families and communities.

7. Conclusion

- 7.1. Co Production needs to be acknowledged as a vital component of the new emerging operational models that are seeking to redefine how public services are delivered and what it is that they are able to achieve. It will drive our approach seeing communities, children, young people and families as assets and knowing that in this complex world people are the answer.
- 7.2. 'Services do not produce social outcomes; people do. Recycling happens because of the people involved: householders, who separate waste, compost some of it at home and put the rest out for their local council services to collect and recycle. The police and the courts could not apprehend and prosecute criminals were it not for members of the public; it is they who are the major detectors of crimes. Schools provide education but it is parents who support their children's learning.'⁴

⁴(Cummins & Miller, 2007)



A new conceptualisation of our service environment

Appendix 1

What would this look like for SEND?

1. Engagement of individual children and young people

Working in a person centred approach enables children and young people with special educational needs and disabilities to have an active part in their own assessment, planning and service delivery.

Recruit and support a group of young people to develop the process based on the work done by Action for Children in developing the DCC Children's Services Complaints Process and literature

2. Involvement of parent carers and young people in strategic commissioning

Ensure that the parent carer council and the proposed young person reference group are involved in strategic commissioning decisions. Develop a role in the participation work stream of the SEN Reforms for young people

3. Engagement with commissioners across education, care and health and joint commissioning structures in order to:

- set the strategic direction through co-produced strategic plans

Ensure that the parent carer council and the proposed young person reference group are involved in strategic commissioning decisions. Develop a role in the participation work stream of the SEN Reforms for young people

- agree the pace of change and allocation of resources

Ensure that the parent carer council and the proposed young person reference group are able to challenge the authority about the pace and use of resources. Provide information about resources, services and decision in a clear and open format available to all.

- manage and lead the whole system, including agreement of common outcomes and shared performance indicators

Create outcomes that matter to individuals and families through co produced EHC plans. Introduce a new metric of social capital and/or social return on investment.

4. Development of the systems, operating structure and processes required to support self-directed support

Undertake a walking in their shoes exercise with parents, carers, children and young people to understand what is needed to support effective self directed decision making and introduce a level of cooperation about creating the market that meets expectations.

5. Engagement of individual parent carers and families

Working with and enabling a meaningful participation of parent carers and families in relation to the assessment, planning and delivery of services for their own individual child and young person with special educational needs and disabilities

Co producing Internet content for children who are disabled

Develop a representative group of young people to build the look and feel of the local offer for young people and to shape the detail of the content

Engage with a group of young people aged 16-25 to identify the barriers to accessing personalised budgeting and the support required to access them

6. Strategic participation of parent carers

Parent carer participation in co-production of strategic planning, decision making, commissioning and service evaluation is important. It is essential that Parent Carer Forums are involved in co-producing plans and implementation of the reforms.

Develop the process used for involving the Dorset Parent Carer Council in decisions around short breaks providers to include young people in identifying the qualities and attributes of providers approved to access personalised budgets, in line with the Commissioning Handbook

7. Strategic participation of disabled children and young people

In some areas, there are representative groups of children and young people with special educational needs and disabilities who are enabled to be involved in strategic decision making. Local authorities will need to ensure that there is effective participation by children and young people at the strategic level.

Develop a children and young people with additional needs reference group to support commissioning decisions and provide the level of insight required

8. Adopt the principles of the National Young People Advisory Group set out in that attached poster:

- Engage and include lots of young people who are disabled
- Reach out and include young people who don't like communicating in groups
- Create a programme of work important to young people
- Involve young people who are disabled in shaping policies
- Facilitate opportunities to give advice to the authority on the implementation of the SEN Reforms
- Make sure the implementation of the reforms reflect the lived experience of young people who are SEN and/or disabled.

