

Report for: Cabinet – 8 November 2022

Title: Response to Scrutiny Review on Adult Social Care Commissioning and Co-production

Report authorised by: Gill Taylor, Assistant Director for Communities and Housing Support

Lead Officer: Rochelle Jamieson, Head of Adults Transformation
Rochelle.Jamieson@haringey.gov.uk

Ward(s) affected: All

Report for Key/ Non Key Decision: Non-Key Decision

1. Describe the issue under consideration

- 1.1. This report is the response to the Adults and Health Scrutiny Panel review of Adult Social Care Commissioning and Co-production. The report was agreed for submission to Cabinet at the meeting of Overview and Scrutiny dated 17 March 2022.

2. Cabinet Member Introduction

- 2.1. I am committed to co-production so that Haringey residents can participate fully in how the council works and together we can help shape the future of our borough.
- 2.2. Genuine co-production is the ambition of both myself and this administration as outlined in our Manifesto, and this underpins the approach to be taken in developing the Haringey Deal. I acknowledge that this is a journey and that it will take time to get it right, both from a council perspective, but also in changing the way we work with residents and the way residents work with us but this is something we will continue to work on.
- 2.3. I am pleased this report shows some of the work underway, and highlights areas we need to develop more as this is an area of continuous learning and iteration. Fundamentally, we need to move away from a formulaic approach to one in which we work responsively and fluidly with residents to achieve our aims together. This means not replacing one set of rules with another but creating an environment in which this is simply the way we work and we can work out what will be best for any given project together.
- 2.4. Co-production is best practice for so many good reasons, but one that is important to me, and Haringey residents, is using it to help us address inequalities, and thereby move to a place where we have equity within our borough. I will continue to challenge and champion both co-production and equity through all my work and look forward to working together.

3. Recommendations

Cabinet is recommended:

- 3.1 To note the scrutiny report and recommendations of the Adults and Health Scrutiny Panel (AHSP) at Appendix 1. This is also outlined in Section 7 of the report, and the progress made on each to date.
- 3.2 To agree the response to the recommendations as set out in Section 7 of the report.

4. Reasons for decision

- 4.1 The Overview and Scrutiny Committee has the Constitutional power to make reports and recommendations to the Cabinet in connection with the discharge of its functions.
- 4.2 This report outlines the Council's response to the AHSP recommendations and includes discussion about work taking place across the borough with our residents, statutory health partners and VCS organisations.

5. Alternative options considered

- 5.1 Full consideration of the recommendations has been undertaken so no alternative options have been considered.

6. Background information

- 6.1 The Adults, Health and Communities Department are committed to co-production and co-design with our residents and communities. We recognise co-production makes an important positive contribution to the support and services available to vulnerable adults and their families, and are committed to learning from the co-production activity we have undertaken to develop our approach in future. We recognise that this is a journey that will require continuous learning and cultural change.
- 6.2 Our co-production ambitions are captured in the emerging work to deliver The Haringey Deal. The Deal stems from the 'people power' manifesto commitment made in Spring 2022 and will be underpinned by a set of principles for how we work with residents on key issues. Importantly, the Deal sets out the Council's commitment to co-production and other civic engagement activities with our residents which will ensure their experiences shape the council's key decisions.
- 6.3 Work is underway to develop a Co-Production toolkit and a Participation Framework for the council, and this will help us deliver the commitments made in The Haringey Deal.
- 6.4 The report and recommendations of the Adults and Health Scrutiny Panel have been carefully reviewed to contribute to further learning and development in this area. A response to each recommendation is outlined in Section 7 of this report.

7. Recommendations from the Scrutiny Report

Recommendation & Action	Agreed Partially/ Agreed / Not Agreed	Who	Comments / current progress, August 2022
RECOMMENDATION 1 - A Charter should be developed and published in collaboration with service users and other stakeholders to set out the principles that underpin the Council's approach to co-production. This should include a commitment to the participation of the community of service users and their families/carers and a culture of communication and collaboration in the development of services.	In progress / Agreed	Jean Taylor / Jessica Russell	This is work already underway building on our broad experience with co-production and the learning from this. The Co-production toolkit and a wider Participation Framework will help guide and build best practice, in line with the commitment in the Manifesto and the ambition of the Haringey Deal.
RECOMMENDATION 2 A co-production Framework should be developed to assist departments throughout the Council to deliver co-production in a consistent and systematic way, including at the very beginning of a project and to continue monitoring service delivery after completion of the project.	Agreed	Jean Taylor / Jessica Russell	The Co-production Framework, which includes a toolkit, will sit within the broader frame of a Participation Framework. This approach is intended to ensure awareness of the full range of participatory approaches and tools without being prescriptive so that participation takes place in a way that is meaningful for those engaging with it.
RECOMMENDATION 3 The Borough Partnership Board should be responsible for the oversight of co-production in projects in Haringey.	Partially agreed	Jean Taylor	The Borough Partnership is made up of a number of organisations including health, VCS, and community groups, as well as council representatives. The Council has a leadership role in developing the Participation Framework and is recognised as having significant experience and expertise in this area. The

			development of the framework is in progress and we anticipate the draft being shared in the spring. This is an area of continuous learning and evolution. There is a role for the various partnership networks the council is part of, including the Haringey Borough Partnership and the Integrated Care System, in shared oversight of the system arrangements.
RECOMMENDATION 4 Co-production should begin from the inception of a project. An assessment should be undertaken to identify the residents/service users that would be most affected by this project and a clear undertaking made by the Council to contact all those residents to invite them to be involved. This objective should be specified in the co-production Framework.	Agreed	Beverley Tarka	This is always undertaken at the start of any project and is best practice. Regular reviews should also be undertaken as the interested parties may change as the work progresses or may be impacted by people's capacity at the time of contact. We are constantly reviewing the ways in which we can reach out to residents, using a variety of methods, to ensure that those who want to participate have the opportunity to do so. We also ask organisations we commission to help share information about what is happening or act as a conduit if this is more appropriate.
RECOMMENDATION 5 Terms of reference should be applied to co-production projects that would specify who was involved in co-production and their role. They would also determine the frequency of meetings, requirement for minutes and recording/tracking of actions. Terms of reference should be made public and be easily accessible. This objective should be specified in the co-production Framework.	Agreed	Jessica Russell	All projects set the scene and plan together, but this shouldn't be a prescriptive process with specific documentation required. Contingent on group agreement, co-production projects would be encouraged to create their own version of a terms of reference both for transparency and project progression.

<p>RECOMMENDATION 6 The Council should provide a response to the Scrutiny Panel on how it intends to improve communication between the Council and the Joint Partnership Board including commitments on officer attendance at meetings, information updates to the reference groups where required and the recording, tracking and reporting back on actions agreed.</p>	Agreed	Gill Taylor	<p>Following discussions, an initial workshop was held with the Joint Partnership Board (JPB) to work together on understanding the current strengths, areas to bolster, and how it operates with the council. This was the first of a series of conversations that will take place. It is important that any changes and developments are co-produced and ratified by the JPB.</p>
<p>RECOMMENDATION 7 The Council should give consideration to prioritising the understanding of co-production principles and practical steps for implementation as part of workforce development across the Council.</p>	Agreed	Beverley Tarka	<p>Adults, Health and Communities have multiple instances of good practice to share and support ongoing learning. Co-production and participation is a priority for the Directorate and has been for some time so we are starting from a position of strength but there is always more to do and learn. Localities will further help to develop knowledge and skill in this area.</p>
<p>RECOMMENDATION 8 The Council should aim to keep co-production steering groups involved in the monitoring of the service after the completion of a project. The Council should also consider widening the membership of group to involve local residents when moving into the delivery phase if appropriate for the specific project. This objective should be specified in the co-production Framework.</p>	Agreed	Beverley Tarka	<p>We have a clear vision for increased participation, which will be further expanded in the Haringey Deal and our work with partners (particularly the Haringey Borough Partnership and Integrated Care Board). Communication is fundamental to this, including updating people on what has happened when they have participated, and how they can continue to be involved if they want to.</p>

<p>RECOMMENDATION 9 The Council should consider what options it has available to proactively contact the main community groups and people on its lists of registered carers on a regular basis to update them on developments with local services and to invite them to become involved with co-production.</p>	Agreed	Vicky Murphy	<p>In addition to work already underway in this area, this was a clear Manifesto commitment. Communication is key to good participation and although we have some established mechanisms we recognise it takes ongoing work and commitment to ensure people know what they need to, at the right time. In addition to the work the Council does, we are committed to our ongoing work with the organisations we commission and support who engage and link with residents and other groups.</p>
<p>RECOMMENDATION 10 The Joint Partnership Board should provide an annual report to the Adults & Health Scrutiny Panel summarising the work of the reference groups on co-production. This should be included in the Panel's work programme each year with an agenda item scheduled on one of the Panel's formal meetings.</p>	Agreed	Gill Taylor	<p>This would be welcomed, subject to agreement of the Joint Partnership Board.</p>
<p>RECOMMENDATION 11 In-house information sessions about services should be run for service users, families, carers and other residents on their specific areas of interest. The aim would be to build their knowledge about how the commissioning and delivery of services works, generate debate and improve the co-production process. This could be run on a 3-monthly or 6-monthly basis and could include</p>	Agreed / in progress	Beverley Tarka	<p>We are committed to sharing purposeful information to residents at the right time, on the right topics. We want to develop information and engagement sessions relevant to work we are doing and/or where it is requested by residents. An example of this is the technology café's which are open to anyone who finds the topic of interest.</p> <p>We will continue to build opportunities for participation and co-production using a variety of channels to suit residents needs and preferences.</p>

external speakers with specialist knowledge.			
RECOMMENDATION 12 Further guidance and training should be provided for Council staff to improve their navigation of local services.	Agreed	Beverley Tarka Paul Barnett / Caron Starkey	One of the key elements of locality working is to give practitioners the opportunity to better understand the local areas they work in. This would equip them with greater knowledge about the local services available, to share with residents. <i>Linked to response to recommendation 13</i> Frontline Council staff will be consulted as we progress to help ensure we are meeting the needs of all our residents, including the most vulnerable. Specific guidance and training activities will follow for staff once the new site is ready.
RECOMMENDATION 13 The Council website should be reviewed and updated with a view to making services more accessible.	Agreed	Paul Barnett / Caron Starkey	As part of our work on digital transformation, we are carrying out a wholesale review of the Council's website design and content. We have completed initial user research with residents on this, as well as a content audit and have just procured a partner agency to deliver this a brand new, modern website for Haringey which meets the needs of end users and ensures accessibility for all (covering people with disabilities / impairments, and people using different devices). This transformation will engage and test with end users (residents, staff and partners) along the way.
RECOMMENDATION 14 Regular locality-based Home Support and Reablement Stakeholder Forums should be established as soon as reasonably practicable.	Agreed	Beverley Tarka	This is work in progress building on the relationships developed through the COVID response. We have focussed on developing supportive relationships with our providers both individually and in groupings that make sense for the

			<p>sector. This means providers who are not local but who are working with Haringey Residents are included in the areas they are related to. We have reinstated (post COVID), the forums for providers which are council wide. As locality-based working develops, consideration will be given to how home care providers will work together with the locality and other professionals to resolve issues early ensuring service users are receiving the right support. Consideration will also be given to the best mechanisms for involving stakeholders in the continued development of the new model of service delivery.</p>
<p>RECOMMENDATION 15 Opportunities for care workers to upskill should be made available through short-term and long-term courses:</p> <ul style="list-style-type: none"> • Opportunities to provide Continuing Professional Development (CPD) should be explored through the North Middlesex University Hospital and Whittington NHS Trust. • The Transformation Fund could be a possible source of funding to support this initiative. • Local recruitment strategies should also set strategic aims to address this issue. 	Agreed	Beverley Tarka	<p>We are committed to the ongoing development of our workforce, and staff working in commissioned services.</p> <p>Training on co-production will be a part of the Participation Framework we are developing. For commissioned providers, we use service specifications to outline our co-production and training requirements, which includes offering free training and participation in multi-agency forums where people can learn about our approach and expectations.</p> <p>We will also work with organisations such as Haringey Works and Proud to Care, to ensure staff are adequately trained to enter the social care workforce.</p> <p>The North Central London programme team have a workforce development programme who coordinate workforce development across the sub-region, approaches include:</p>

			<ul style="list-style-type: none"> • Student placement pathways • Staff recruitment - continue to resource Proud to Care North London • Princes Trust project to recruit a target of 75 young people into health and social care roles
<p>RECOMMENDATION 16 A pilot project should be established to set up and run an in-house team of care workers employed under local authority terms and conditions and measured by a set of criteria against equivalent out-sourced contracts.</p>	Partially agreed	Vicky Murphy	<p>The council has an in-house team of care workers employed under local authority terms and conditions. This team provides Reablement support to our residents. We have also recently insourced the Shared Lives service, which was previously commissioned.</p> <p>We continuously look to develop models of care delivery that are public sector organised and delivered.</p>
<p>RECOMMENDATION 17 Service users and their families should be provided with written information in advance of their first care assessment in order to ensure that more people have a full understanding of the process and what to expect.</p>	Agreed	Beverley Tarka	<p>Agreed and this already a requirement. We are committed to continuously improving our communication with residents and their families and welcome the start of development work, initiated by the Joint Partnership Board, to build on this.</p>
<p>RECOMMENDATION 18 The Panel welcomed the Council's commitment to social value and suggested that the Council should consider how social value could be included in the co-production Charter and Framework in order to enable a joined up approach.</p>	Agreed	Beverley Tarka	<p>Community wealth building and building social value are priorities for the Council.</p> <p>We work with residents in some areas of commissioning work; to review services, develop service specifications and evaluate tenders. We are looking at ways we can expand this going forward as part of our Participation Framework and the Haringey Deal.</p>

8. Contribution to strategic outcomes

8.1 This will contribute to achieving the priorities of the Borough Plan, in particular the Residents Engagement Pledge and the People priorities.

9. Statutory Officer Comments (Director of Finance (procurement), Head of Legal and Governance (Monitoring Officer), Equalities)

9.1. Finance

Finance has been consulted in the drafting of the responses to the Scrutiny review recommendations. The contents of the report, on its own, appears not to have additional financial implication. However, any accepted, will be assessed prior to implementation to ascertain if there is an additional financial implication and to what extent.

9.2. Procurement

Procurement has been consulted in the preparation of this report and notes the contents herein.

9.3. Legal

Under Section 9F Local Government Act 2000 ("The Act"), Overview and Scrutiny Committee (OSC) have the powers to review or scrutinise decisions made or other action taken in connection with the discharge of any executive and non-executive functions and to make reports or recommendations to the executive or to the authority with respect to the discharge of those functions. OSC also have the powers to make reports or recommendations to the executive or to the authority on matters, which affect the authority's area or the inhabitants of its area.

In order to discharge this scrutiny function, OSC has appointed Scrutiny Review Panels, which includes the Adult and Health Scrutiny Panel. Pursuant to the above provision, the Adults and Health Scrutiny Panel has conducted a review of Adult Social Care Commissioning and Co-production and made a number of recommendations to Cabinet that has been approved by OSC. Under Section 9FE of the Act, there is a duty on Cabinet to respond to the scrutiny report and recommendations, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.

9.4. Equality

- 9.4.1. Under recommendations 1-3, the development of the Co-production Charter and Participation Framework will improve positive equality impacts and ensure groups with protected characteristics are actively included.
- 9.4.2. The workshop with the Joint Partnership Board (JPB) and sub-groups raised diversity of voices as a priority for the JPB.

10. Appendices

Appendix 1 – Scrutiny Review on Adult Social Care Commissioning & Co-production.

11. Local Government (Access to Information) Act 1985

None.