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Bae Abertawe
Swansea Bay University
Health Board



Meeting Date	25th March 2021	Agenda Item	3.4
Report Title	Adoption of West Glamorgan Regional Partnership Board Coproduction Framework, Toolkit and Charter		
Report Author	Joanne Abbott-Davies, Assistant Director of Strategy & Partnerships		
Report Sponsor	Siân Harrop-Griffiths, Director of Strategy		
Presented by	Siân Harrop-Griffiths, Director of Strategy		
Freedom of Information	Open		
Purpose of the Report	<p>This report outlines the work which has been undertaken by the West Glamorgan Regional Partnership Board's Coproduction Group in partnership with the Local Authorities and Health Board over the past three years to develop a Co-production Framework, Co-production Toolkit and Co-production Charter. These have been formally approved by the West Glamorgan Regional Partnership Board and are included in this paper for approval and adoption by the Health Board. Implementation of co-production will take time to embed across the organisation, and region, so a plan for starting this work is included within this paper.</p>		
Key Issues	<p>The Health Board has been involved in developing the Regional Co-production approach within West Glamorgan RPB. The Health Board already has established processes in place as part of its engagement work to secure patient and service user representatives from the Co-production Group, carers from the Carers Partnership Forum and from the voluntary sector from the Regional Third Sector Network to represent collective views on pieces of work and planning groups within its purview. The attached documents provide the Health Board with a more formalised, systematic way of involving people that use our services or have used our services and their carers as equal partners in the design, development, delivery, monitoring and review of services.</p> <p>Agreement and adoption of the framework, toolkit and charter will be the next step for the Health Board in starting the journey to ensure co-production underpins our organisation's approach to its work. Introducing co-production will ensure that patients' views are incorporated into any changes to Health Board services proposed,</p>		

	addressing this issue which the Community Health Council raises consistently over lack of patient involvement in developing and influencing changes planned.			
Specific Action Required <i>(please choose one only)</i>	Information	Discussion	Assurance	Approval
	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
Recommendations	<p>Members are asked to :</p> <ul style="list-style-type: none"> • APPROVE the adoption of the Co-production Framework (Appendix A). • APPROVE the adoption of the Co-production Toolkit (Appendix B). • APPROVE the adoption of the Co-production Charter (Appendix C). • AGREE next steps and timescales to ensure that co-production is embedded in the Health Board's work. 			

ADOPTION OF WEST GLAMORGAN REGIONAL PARTNERSHIP BOARD'S COPRODUCTION FRAMEWORK, TOOLKIT AND CHARTER

1. INTRODUCTION

The Co-production Framework, Toolkit and Charter sets out how co-production is and will be embedded throughout the West Glamorgan Regional Partnership. As a key partner in the Regional Partnership it is proposed that this Framework, Toolkit and Charter should be adopted by the Health Board to help describe what we mean by co-production and set a consistent way forward for making sure co-production is at the heart of our work. To date in the main, the involvement of service users and carers in the Health Board's work has been unstructured and inconsistent, with some good examples of co-production, for example in the development of Changing for the Better and the Adult Mental Health Services Framework and current implementation, but also to a lesser extent in the work underway on Thoracics services across South Wales. However historically involvement has tended to rely on individual input and has largely been based on service users and carers being passively involved in services rather than equal partners in the design, development, delivery, monitoring and review of services. Adopting this co-production approach will start the Health Board's development of this approach which will take time to embed so an initial implementation plan for starting this work is included within this paper.

2. BACKGROUND

Over the past 3 years the Regional Co-production Group has been developing an approach to co-production to underpin the work of the West Glamorgan Regional Partnership Board and its constituent statutory partners. Initially facilitated by the Health Board until a service user Chair for the group could be identified, this group has been fundamental in changing attitudes and approaches within the partnership to the involvement of service users and carers.

3. GOVERNANCE AND RISK ISSUES

The **Co-production Framework** sets out the common definitions, context and principles for co-production along with the approaches to embedding co-production.

The **Co-production Toolkit** provides information and guidance to support organisations to work co-productively with people that use services or have used services and their carers. This places individuals as equal partners in the design, development, delivery, monitoring and review of services. It also includes a self-assessment audit tool which helps to identify strengths and areas for improvement.

The **Co-production Charter** is a tool for Boards and senior leaders to demonstrate their commitment to embedding the principles of co-production within their organisation. It defines the common vision and principles as well as the key outcomes that organisations are committing to delivering by signing up to the Charter.

Together these three documents establish a common purpose and way forward for co-production within the RPB and its partner organisations.

In order to start the work necessary to begin embedding co-production within the work of the Health Board consistently, it is proposed that the adoption and implementation of the Co-production approach outlined should be used as the way in which the Health Board ensures that our public are involved in and fundamentally shape the future and current delivery of our services. It will take time for this to be implemented across all areas of the Health Board's work and so an incremental approach will be taken to this based on establishing a baseline of current arrangements and planning gradual changes to these over time. The next steps to enable this to happen are outlined below:

Action	Timescale	Lead
Health Board requested to formally sign up to the Co-production Framework, Toolkit and Charter, with the Chair of the Co-production Group and lead for Co-production in the RPB attending for a "virtual sign up" to the Charter.	25 th March 2021	Assistant Director of Strategy & Partnerships
Develop an associated co-production training resource with the Regional Co-production Group for delivery to senior leaders in the organisation to raise awareness of the approach and the actions required.	By 30 th April 2021	Assistant Director of Strategy & Partnerships
Carry out self-assessment audit at an organisational level by the Strategy Department with involvement from other corporate departments and the Regional Co-production Group.	31 st May 2021	Assistant Director of Strategy & Partnerships supported by all Corporate Departments
Carry out the self-assessment audit by each Delivery Group, supported by the Strategy Department to ensure consistency.	31 st May 2021	Delivery Groups / Assistant Director of Strategy & Partnerships
Common themes and associated actions identified to develop an action plan to embed co-	30 th June 2021	Assistant Director of Strategy & Partnerships

Action	Timescale	Lead
production across the organisation.		
An action plan with appropriate timescales be agreed at SLT	7 th July SLT	Assistant Director of Strategy & Partnerships

4. FINANCIAL IMPLICATIONS

There will be associated implications for the provision of accessible documentation to enable co-production to occur in a meaningful way and a time commitment for staff in supporting co-production.

The adoption of the West Glamorgan RPB's Co-production Framework, Toolkit and Charter will enable these to be used as the building blocks for co-production to be embedded over time in the Health Board's work and ensure that the public we serve are actively shaping the cost effective, high quality services we develop and deliver on their behalf.

5. RECOMMENDATION

The Board is asked to:

- **APPROVE** the adoption of the Co-production Framework (attached as **Appendix A**).
- **APPROVE** the adoption of the Co-production Toolkit (attached as **Appendix B**).
- **APPROVE** the adoption of the Co-production Charter (attached as **Appendix C**).
- **AGREE** the next steps and timescales outlined within the report to ensure that the process of embedding co-production in the Health Board's work can progress.

Governance and Assurance		
Link to Enabling Objectives (please choose)	Supporting better health and wellbeing by actively promoting and empowering people to live well in resilient communities	
	Partnerships for Improving Health and Wellbeing	<input checked="" type="checkbox"/>
	Co-Production and Health Literacy	<input checked="" type="checkbox"/>
	Digitally Enabled Health and Wellbeing	<input type="checkbox"/>
	Deliver better care through excellent health and care services achieving the outcomes that matter most to people	
	Best Value Outcomes and High Quality Care	<input checked="" type="checkbox"/>
	Partnerships for Care	<input checked="" type="checkbox"/>
	Excellent Staff	<input type="checkbox"/>
	Digitally Enabled Care	<input checked="" type="checkbox"/>
	Outstanding Research, Innovation, Education and Learning	<input type="checkbox"/>
Health and Care Standards		
(please choose)	Staying Healthy	<input checked="" type="checkbox"/>
	Safe Care	<input checked="" type="checkbox"/>
	Effective Care	<input checked="" type="checkbox"/>
	Dignified Care	<input checked="" type="checkbox"/>
	Timely Care	<input checked="" type="checkbox"/>
	Individual Care	<input checked="" type="checkbox"/>
	Staff and Resources	<input checked="" type="checkbox"/>
Quality, Safety and Patient Experience		
Embedding co-production over time throughout the Health Board's activities will ensure that our public can fundamentally influence the planning, delivery and monitoring of our services which should lead to better outcomes for patients and better patient experience.		
Financial Implications		
There will be associated implications for the provision of accessible documentation to enable co-production to occur in a meaningful way and a time commitment for staff in supporting co-production.		
Legal Implications (including equality and diversity assessment)		
No legal implications.		
Staffing Implications		
Time commitment for staff in supporting co-production to occur in a meaningful way.		
Long Term Implications (including the impact of the Well-being of Future Generations (Wales) Act 2015)		
The WBFGA outlines 5 ways of working which include involvement and collaboration which the adoption of the Co-production approach outlined in this report will address.		
Report History	-	
Appendices	A. Co-production Framework B. Co-production Toolkit C. Co-production Charter	

Co-production Framework



Partneriaeth
Ranbarthol
Gorllewin
Morgannwg

West
Glamorgan
Regional
Partnership



West Glamorgan Regional Co-production

Introduction

The West Glamorgan Regional Partnership is a strategic mechanism for co-ordinating a collection of programmes, projects and workstreams that partners (the Health Board, Local Authorities, Third Sector and others) have identified as common priorities for health and social care transformation. Delivery of a complex portfolio of work requires consistent instructions and guidance for those involved in the delivery of change, to establish **how** things should be done.

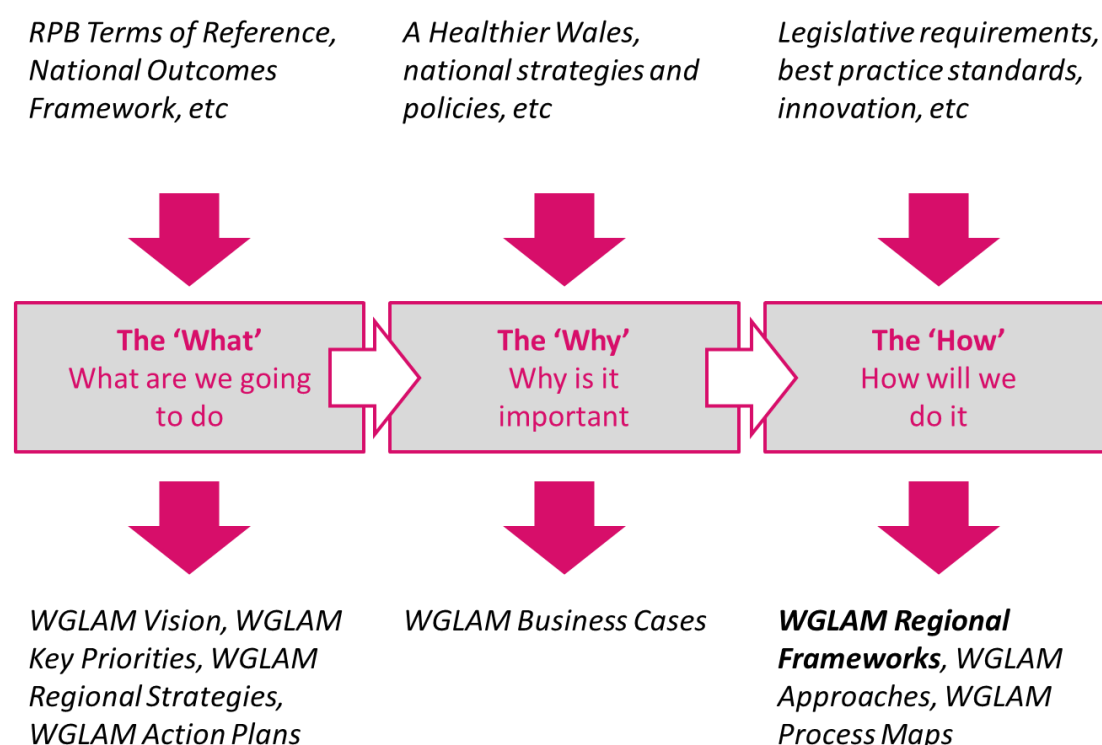


Fig. 1 – The What, Why and How of regional partnership working

This regional framework has been created by the regional Co-production Group, which includes representatives of all partner organisations as well as people and carers representatives. It will inform how co-production will be embedded across the partnership including how the voice of our people will form the core of transformation activities in health and social care.

Please note that additional materials are **highlighted** throughout this document, some of which may be under development at this time.

Contents

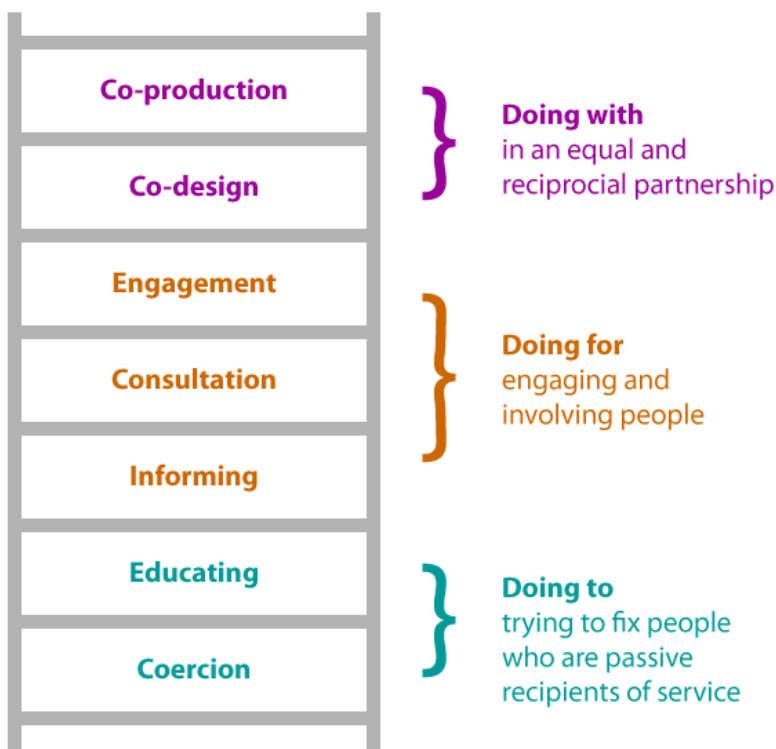
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Section 1 – Context

Background

The idea of co-production originated in the 1970s from studies of the relationships between police officers who walked their beats on foot to those who patrolled in vehicles. The study by the Indiana University discovered that crime rates improved when police officers developed relationships with local communities and those people played a crucial role in providing a voice to preventing and solving crimes.

The concept became applied wider including health and social care environments. It became more widespread during the early 21st Century especially in relation to disability and mental health movements; it is now a fundamental aspect of health and social care transformation.



The idea evolved with the development of the **Ladder of Citizen Participation** concept, which was originally developed by Sherry Arnstein in 1969. It mapped the levels of participation by people in the decisions and design of services. In recent times, this has been adapted to demonstrate the Ladder of Co-production and show how the more involved people are in these important activities and decisions, the more can be achieved.

Fig.2 – The Ladder of Co-production

Co-production is one of the main principles of the [Social Services and Well-being \(Wales\) Act 2014](#). Section 162 of the Act requires local authorities to make arrangements **to promote co-operation in relation to the exercise of all their functions relating to people with needs for care and support**. The Act prioritises engagement with people, ensuring voice and control for people who need care and support, and carers who need support. More information on the Act is available [here](#).

The West Glamorgan Regional Partnership – and prior to April 2019, the Western Bay Regional Partnership – has always placed a great deal of importance in the principle of co-production. The regional transformation of health and social care could not be successful without the involvement of people who share their insights, stories and experience in the design of services and implementation of the transformation work.

This regional framework provides all partner organisations, stakeholders and representatives – including children and young people¹, individuals and carers – with the structures and approach to embedding co-production in all we do across the regional partnership.

Definitions


Co-production is **an asset-based approach to public services** that enables people *providing* and people *receiving* services to share power and responsibility, and to work together in equal, reciprocal and caring relationships. It creates opportunities for people to access support when they need it, and to contribute to social change.

¹ This will involve adopting a Children's Rights Approach, which is a practical framework for children, grounded in the UNCRC [United Nations Convention in the Rights of the Child].


Co-production is underpinned by five principles:


1. **Value all participants and build on their strengths.**
2. **Develop networks of mutual support.**
3. **Do what matters for all the people involved.**
4. **Build relationships of trust; share power and responsibility.**
5. **People can be change makers, and organisations enable this.**


Here are some other important definitions relating to co-production:

 **People** – this term broadly refers to any member of the population, regardless of age, gender or any other characteristic. In our context, it mostly relates to people who use health and social care services (i.e. Service Users) but it is not limited to this distinction.

***Note:** The term “citizen” is sometimes used but this term can be limited to people who actually live in an area; this can miss out key groups of people such as asylum seekers, who are also using these services.*

 **Service User** – some people will use particular services depending on their needs (for example, someone with mental health conditions may use certain mental health support services). These people bring specific “lived experience” to the transformation of these services through co-production.

 **Carer** – there are both paid carers (people employed to provide care and support) and unpaid carers (people who provide care and support outside of a profession e.g. for family members). We generally refer to unpaid carers, who are often representing the needs of the person they care for as well as their own needs (they also can access services to support their own health and wellbeing).

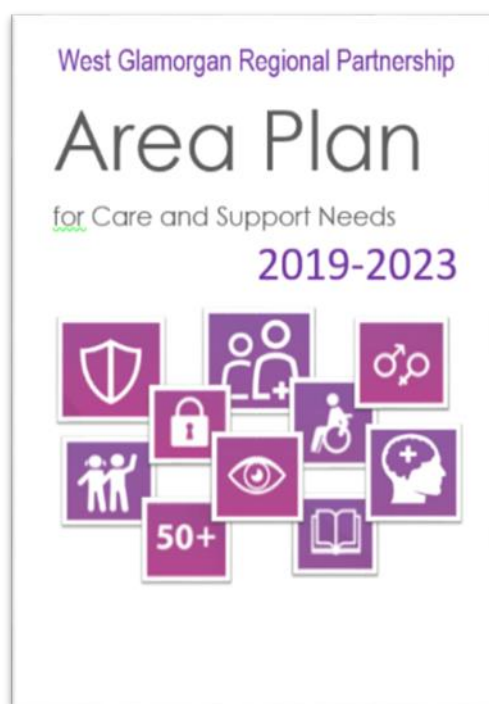
 **Professional** – this is a generic and very broad term for people employed to work in health and social care settings and organisations. It includes members of the third sector and other paid employees.

A glossary of the terms referenced in this document is at Appendix B.

Alignment to Regional Partnership

Embedding co-production across the regional partnership will require integration across our partners including the regional Health Board and Local Authorities. We want to enable all people (individuals and organisations) to follow the same path in how they approach working in a co-productive manner.

The vision, aims and priorities of the partnership is defined in our **West Glamorgan Regional Partnership Area Plan 2019-2023** document. For further information please go to www.westglamorgan.org.uk.



As the work of the partnership focuses so much on the services, products and themes that are relevant to the people and carers of West Glamorgan, it is important their voice is heard when we are developing these things.

This framework is one of a number of similar guidance documents which explains how an important function of the partnership works. It will describe how we make co-production work in the context of the regional partnership. Each framework provides details about “how” we approach an aspect of our regional transformation; there are also a number of strategy documents that provide details about the “what” in terms of our vision, values, outcomes and objectives under a specific theme such as Carers, Digital, Housing, etc.

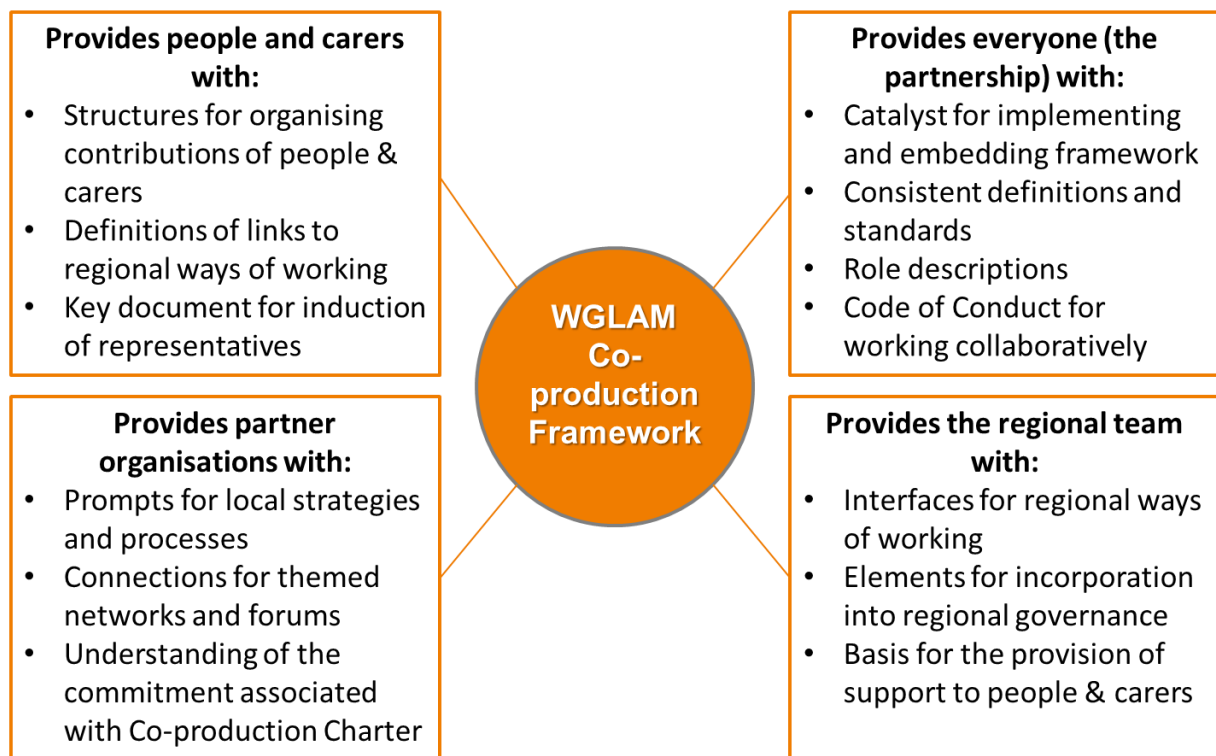


Fig. 3 – Benefits of Regional Co-production Framework

Section 2 – Principles

Challenges

Communicate expectations – when we have designed services in the past, it has been important to understand the expectations of the service from the people who use it. There are currently gaps in our approach involving communicating and working with people and carers.

Increase citizen representation – The regional partnership is extensive and complex in the scope of change it has to deliver. To do so effectively and consistently, we need representation of people and carers in the appropriate areas and at the right levels of the regional governance structure (where citizens are considered as equal partners).

Embed in partner organisations – partnership working involves organisations from health and social care with existing ways of working. Their unique approaches have to align so as to work collaboratively if we are to embed co-production at a regional level.

Driven by cultural change – to achieve this ambition to embed co-production across all partners, we know there are elements of cultural change that need to be owned and driven by the regional partners themselves. This would make co-production an ethos that is inherent in everything we all do.

When to use co-production – given the scope and complexity of the regional partnership, it can be important to decide on when *and* when not to use co-productive techniques. Too much application of these techniques can stretch resources, extend delivery timescales, increase costs and potentially complicate regional issues.

Representation is not co-production – there is an inconsistent understanding in the difference between representation and co-production, which means that sometimes the wrong approach is used.

Opportunities

Better outcomes for people – co-production benefits our population in terms of delivering better outcomes. With the ‘voice’ of people and carers informing the development of our services, the results can include improvements in measurable outcomes and benefits for service users.

More effective professional roles – a consistent framework for co-production will benefit professionals by helping them to be more effective in their roles and deliver better job satisfaction.


Higher profile of people – a big part of this change is raising the importance of the ‘voice’ of people and changing governance arrangements to provide a higher profile of our people and carers.

Better quality services – organisations who provide services to the people of our region can benefit from more efficient and effective services, as a result of co-production in service design and service development. This is driven by a greater understanding of the roles of people and carers in helping to make health and social care services better.







Raising the profile of co-production – having operated without a framework to this point, we have an opportunity to use this document as a way of raising awareness and promotion of co-production. This can help us to sell the benefits of co-production in a regional model as well as selling the positive outcomes it can provide.

Lessons

Below are some examples of lessons learned about co-production which inform our regional framework:

 **Co-production Concept** – there are lots of great examples and case studies about how to do co-production well. The Co-production Network for Wales [see [here](#)] has great resources and information

about the concept and application of co-production principles including the 'Seeing is Believing' Report.

-  **Co-production in Local Authorities** – the Local Government Association [see [here](#)] provides some advice and guidance on co-production that is specific to local authorities.
-  **Co-production in Health** – The 1000 Lives report [see [here](#)] sets out why co-producing services is important for achieving the right health outcomes and the steps in co-producing health services.
-  **Co-production in Third Sector** - Care Council for Wales [see [here](#)] highlight the important role of social enterprises, co-operatives, user-led services and third sector organisations in co-production.
-  **Co-production and commissioning** – embedding co-production in how we plan and commission services for people and carers is explored further by the Care Council for Wales [see [here](#)].
-  **Co-production and evaluation** – taking a co-productive approach to evaluation activities (e.g. when a project has been completed, evaluating how successful it has been in terms of delivering outcomes) is a gap in our current regional governance.
-  **Co-production with Children and Young People** – taking additional action that will support children and young people to get involved in co-production safely and effectively, in line with strategic direction provided by the Children's Commissioner for Wales.



There are a number of important theories, models and principles that apply to our understanding and application of co-production including:

Strength-based Asset Development – this is a generic term for an approach that puts our strengths at the centre of our efforts to make change happen. In the context of this framework, this relates to building on the strengths of our region and its communities, as well as the individual strengths, knowledge and experience of people (both volunteers and professionals).

PANEL Principles – A human-rights based approach that focuses on the following principles as people's human rights adopted as the core of our practices and policies:

Participation	Everyone has the right to participate in decisions which affect their lives. Participation must be active, free, meaningful and give attention to issues of accessibility, including access to information in a form and a language which can be understood.
Accountability	Everyone with a duty to protect rights is held accountable; this requires effective monitoring & remedies. For accountability to be effective, there must be appropriate laws, policies, institutions, administrative procedures and mechanisms of redress in order to secure human rights.
Non-discrimination	All forms of discrimination in the realisation of rights must be prohibited, prevented & eliminated.
Empowerment	Everyone should know their rights and be supported to participate in decision making, and to claim their rights where necessary.
Legality	Public authorities should expressly apply the Human Rights Act and make linkages with international & regional human rights standards.

Following on from the COVID-19 pandemic and the impacts this had on our region in 2020, the following important lessons were also identified which relate to co-production in general:

-  Communities play an important role in our health and wellbeing, as demonstrated during the pandemic when community volunteers stepped up to provide vital support to the most vulnerable members of our communities – this suggests that communities will be vital in stabilising our region after the pandemic;
-  Communications is a continuing theme when considering the lessons learned during the pandemic, in terms of the importance of clear and consistent messages that are easily accessible, understandable and meaningful to people and organisations;

- 🧩 Digital technologies have played an important role in the pandemic response and helped people to stay in touch but it has also highlighted issues that exist that prevent people from using digital means to interact with services;
- 🧩 What happens in the longer term after the COVID-19 pandemic remains uncertain but this presents an opportunity to consider what new ideas, models and ways of working we want to embed in the “new normal” based on our experiences during the pandemic.

Outcomes

When you consider the challenges, opportunities and lessons highlighted above, we can start to identify the outcomes that we wish to see delivered by our regional co-production efforts:

Outcomes		
Title	Description	Measures
Evidence of co-production principles embedded at strategic decision-making	We are constantly and consistently providing evidence about co-production works within the RPB and in support of strategic-levels of decision-making. This evidence may include demonstrations of how key decisions are made with input from all parties.	Evaluation of strategic decisions with evidence of co-production principles being applied.
Increased numbers of service users involved in regional co-production	There are more people and carers undertaking Representative roles within the West Glamorgan Regional Partnership. Each Representative has undergone the right induction and training to support them to be effective Representatives.	Numbers of Representatives mapped against roles in the West Glamorgan governance structure.

Outcomes		
Title	Description	Measures
All regional partners committed to embedding co-production principles	Each partner organisation represented on the Regional Partnership Board has signed up to the WGLAM Co-production Charter and agreed to implement the changes necessary to ensure that co-production principles are embedded throughout their organisation.	Formal signatures from organisation leaders to the co-produced WGLAM Co-production Charter.
Increased number of 'lived experience' case studies used to inform co-production	With more people and carers engaged with the transformation journey in West Glamorgan, there will be an increase in the number of real life experiences identified and used as part of co-production and co-design activities.	Numbers of documented case studies from West Glamorgan citizens and carers.

Using outcomes as an indicator for how successful we are in embedding co-production principles across the region helps us to provide evidence of what is being done differently and the positive impact this has on our people and carers. Many of these outcomes are intrinsically linked to the wider work of the regional partnership and specific activities with the transformation programmes. Our main aim – to embed co-production principles in all that we do – can be evidenced by how successful the partnership can be if co-production is used effectively and consistently.

Principles

Based on the challenges, opportunities and lessons we identified above, we have created the following principles for our co-production framework.

Principles

Title	Description
Confidential	We have the right processes and safeguarding in place to protect and support people and carers in making their contributions to our regional co-production activities.
Equality	We have a co-production system that places equal representation on people, carers and partner organisations, building proactive relationships between everyone, where all contributions are valued.
Equity	We have greater use of power and the resources available to support co-production that balances people, carers and partner organisations.
Evidenced	We empower people and carers to use their stories and lived experiences to make a valuable contribution at the core of regional transformation.
Inclusive	We take action that makes people and carers feel respected and valued as part of the partnership; this includes additional measures to make it easier for them to make contributions.
Rights Driven	We focus our agendas, actions and strategies on the rights of people and carers, placing the voice of our population at the centre of our transformation programmes. Respecting their rights enables us to meet their needs more effectively.
Visible	We communicate regularly, clearly and inclusively on the decisions and actions of the regional partnership, using regional tools and forums to promote our co-production activities.

Section 3 – Approaches

Strategic Approach

Regional Co-production in Governance Model

In West Glamorgan, we want our people and carers to be supported in the way in which they contribute to our partnership. This strategic approach puts in place the structures and processes to enable that to happen effectively.

The diagram illustrates how people and carers are represented through the governance model of the Regional Partnership:

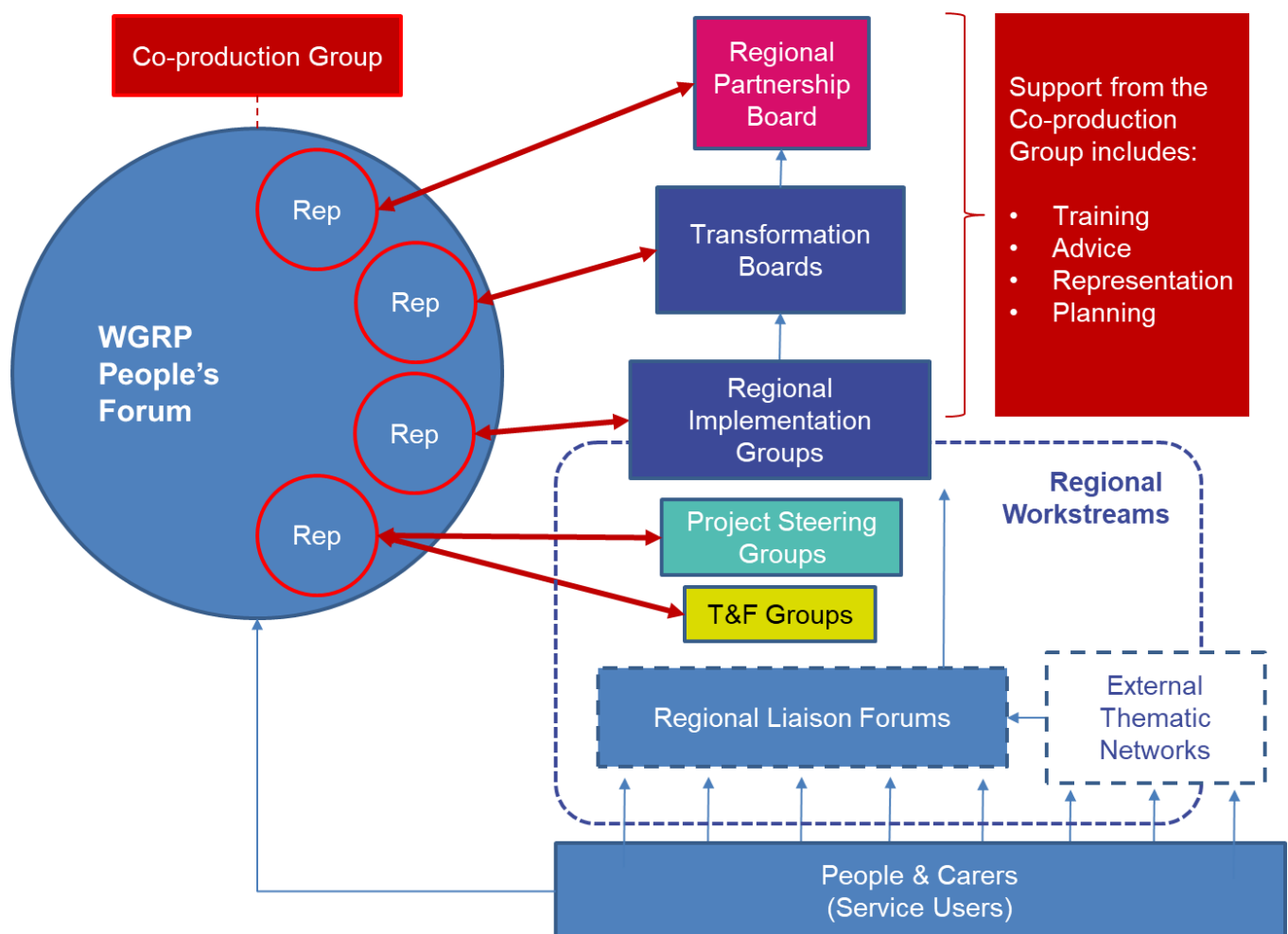


Fig. 4 – WGRP Representatives Governance Model

A few brief points to note about this model:

- 🧩 **People and carers** (which may also be referred to as service users or patients in relation to health services) can cover the whole population of the West Glamorgan region, which can be focused onto local areas or communities.
- 🧩 In relation to key themes across health and social care (for example, carers) we want to bring together a diverse range of people and carers across our regional population with a shared interest in this theme through our **Regional Liaison Forums**. These forums are specific to those themes (not all themes will require a forum to be established) and may include links to other related networks based on that theme (for example, the Swansea Parent Carers Forum).
- 🧩 Through the Regional Liaison Forums, we identify people and carers who have a specific interest in supporting an element of our transformation portfolio. Following the example with carers, we may identify carers who can undertake the role of **Representative**.
- 🧩 Some Representatives will be involved in short term initiatives, such as **Task and Finish [T&F] Groups** or **Project Steering Groups**. This will require a limited involvement from people and carers over a short period of time, where specific experience or knowledge may be beneficial. Once the T&F Group or project is complete, individuals do not need to continue their Representative role.
- 🧩 Some Representatives will be involved in roles that align with the West Glamorgan Regional Partnership governance. This will be as members of the **Regional Sub Groups** (e.g. Carers Partnership Board), **Transformation Boards** (e.g. Integrated Transformation Board) or the **Regional Partnership Board**. Within the Terms of Reference for each of these groups, the role of these representatives (what they will be expected to do) is made clearer. These individuals may be expected to perform this role over a longer period of time for consistency.
- 🧩 All of these Representatives come together on a regular basis through the **People's Forum** which is an opportunity for sharing knowledge, experience and progress updates on the work across the partnership.
- 🧩 Supporting this whole process – including individuals in the role of Representatives and the People's Forum as a community group – is

the **Co-production Group**. They are responsible for driving the actions to embed co-production across the partnership.

Applying Co-production Principles

While the diagram above shows how the principles of co-production can be embedded throughout the partnership, the application of these principles will depend upon specific situations. Co-production is not a “one size fits all” methodology and therefore it is important that this framework the different ways to apply co-production depending on the scenario.

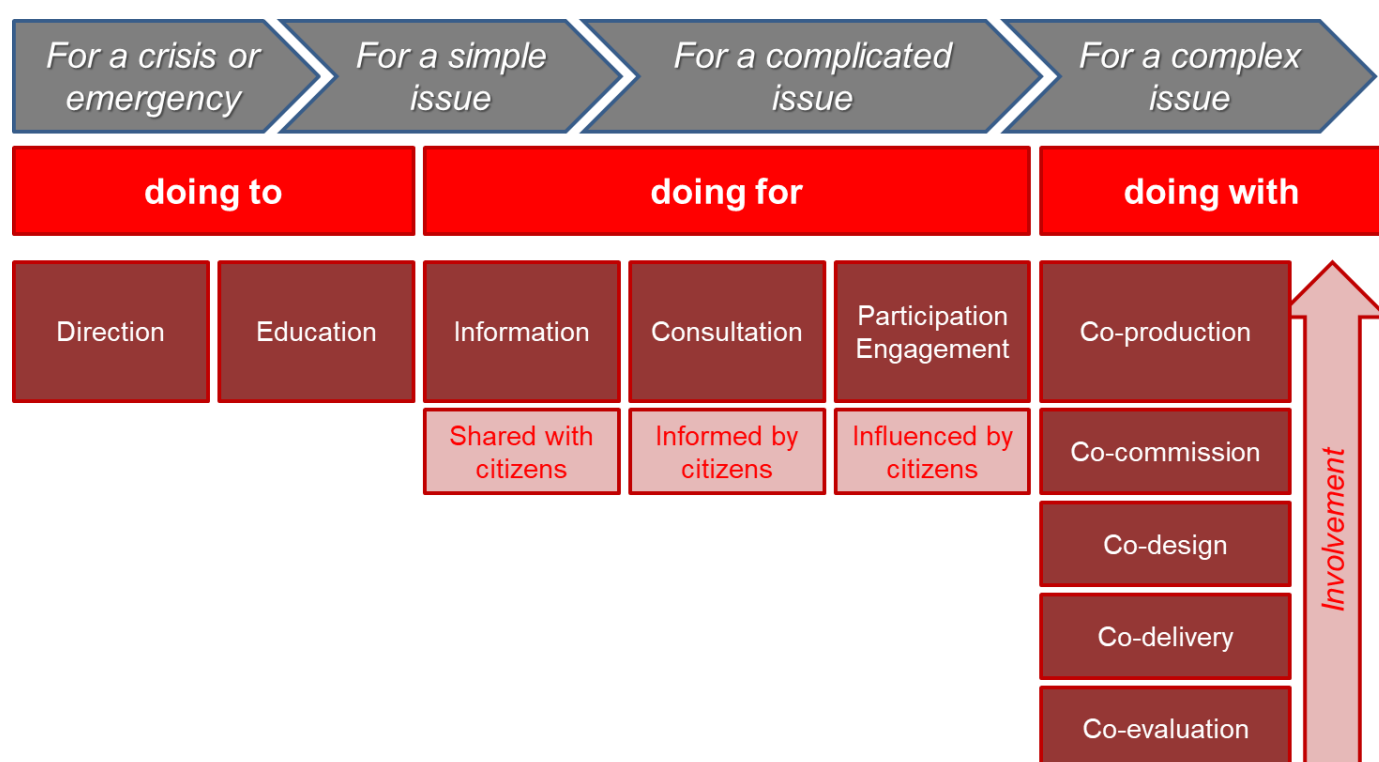


Fig. 5 – Application of Co-production Model

This shows how different scenarios can inform how we undertake co-production activities. Depending on the scenario, it may be more appropriate to take an approach that is more at one end of this scale than the other. This has been particularly relevant through the COVID-19 pandemic, which has informed this approach.

There are case studies to support each of these scenarios and the table below illustrates some of these potential scenarios:

Scenario	Application of Co-production
<p>The COVID-19 pandemic has identified a major issue with a health board process for patients. The process needs to change urgently to ease the pressure on hospital resources. The changes are expected to be temporary to deal with the pandemic.</p>	<p>Doing to</p> <p><i>A time-bound activity by the health board to change its process is to be completed as a matter of urgency. Where there is no scope to improve services in the long term, patients are informed of the changes once they have been approved and implemented.</i></p>
<p>A change in legislation is enforcing local authorities to make amendments to an existing form that makes it compliant with the legislation. There is no scope to challenge the changes but there is no substantial impact on people and carers apart from capturing the information. A deadline by which the changes must be completed is enforced.</p>	<p>Doing for</p> <p><i>Representatives of people and carers are made aware of the changes in legislation and the impact on the form. The amended form is shared with citizens and carers through the right forums and channels. Where the change may have wider impacts (such as easy read versions of the form guidance) citizens are consulted in the changes to the guidance. Progress of the project is reported regularly through the Peoples Forum.</i></p>
<p>A new regional service which combines health and social care processes is being developed as part of a new five-year strategy. The service is based on a new mandate from Welsh Government and is intended to support communities in meeting local needs of citizens.</p>	<p>Doing with</p> <p><i>Principles of collaboration are embedded in the project from the beginning. The new service is co-designed within partner organisations and representatives of citizens and carers. Parts of the service which are outsourced undergo a suitable co-commissioning approach to find a delivery partner. Representatives sit on Task & Finish Groups to develop key outputs such as guidance documents for the public. Insight on the products is also sought from wider communities through surveys and workshops.</i></p>

The key to our strategic approach is **working collaboratively** to determine the most appropriate response to applying co-production principles in difference scenarios.

Representative Role

This role is an important part of how the regional partnership works, as it allows people and carers to have an equal level of responsibility in the co-production of services, activities and regional transformation programmes and projects. A more detailed breakdown of this role can be found in the **WGLAM People's Representative Role Description**.





I am a Citizens/Carers Representative, I am:

- *Able to contribute to regional initiatives and activities;*
- *A representative of a wider group of citizens/carers;*
- *An equal of my professional counterparts;*
- *Listened to, respected and fairly treated by others;*
- *Aware of my duties and the importance of my voice in shaping the future direction of the regional partnership.*

Fig. 6 – The Role of the Representative

This approach of using people and carers to “represent” the wider views of the population needs a large, diverse group of representatives to cover all of the work of the regional partnership. The Co-production Group will help the identification, appointment, training and support of Representatives by:

- 🎯 **Recruitment** – to identify potential Representatives through various channels of engagement with people and carers, including through partner organisations. This includes a simple process for speaking with members of the wider population, to help them to understand the role.

-  **Induction** – to provide all new Representatives with the **WGLAM Co-production Induction Pack** to provide an overview of the regional partnership, the organisations involved, our approach to co-production and the key elements of the transformation portfolio. This framework document is an important part of that Induction Pack.
-  **Skills Audit** – to help Representatives to understand what skills, knowledge and experiences that can bring to the regional partnership through a simple, informal review. This helps us to find the right match in terms of what role they can play within the regional partnership. It also helps to understand what skills our Representatives wish to improve further for their own personal development.
-  **Training** – to provide training (both formal classroom-based training and informal knowledge sharing opportunities) to support our Representatives and help them to develop their skills.
-  **Engagement** – to make sure that there is regular communications and engagement with Representatives, both in the specifics of their assigned role and as part of the Co-production Group community. This will be informed by the **WGLAM Co-production Communication Strategy** which highlights the approaches and channels available to make this happen (e.g. the 'People working with the West Glamorgan Regional Partnership' Facebook Group).

People's Forum

The regional partnership consists of a large, complex portfolio of programmes and projects, with different types of initiatives, various governing boards/groups and lots of roles for Representatives.

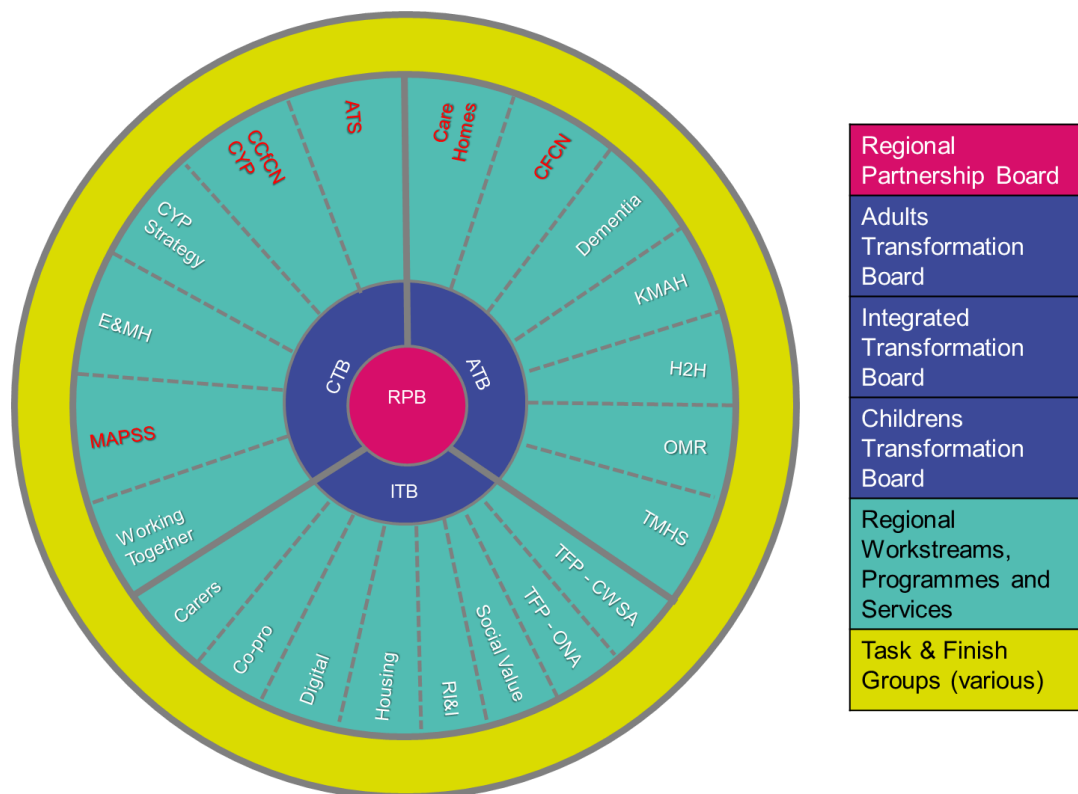


Fig. 7 – Simple overview of WGRP structure (subject to change)

Note: Further explanation of the programmes and the latest governance structures are available from the WGLAM Transformation Managers.

There is a potential risk that Representatives may feel isolated or unaware of what is going on across the partnership that may affect the role that they are undertaking.

To provide a peer support function to Representatives, the Co-production Group co-ordinate a regular meeting of all the Representatives known as the People's Forum. This brings all of the Representatives together (including invited guests from partner organisations and the West Glamorgan Transformation Team) to:

- 🧩 Build relationships between Representatives;
- 🧩 Participate in group activities and events;
- 🧩 Share personal stories and experiences;
- 🧩 Share local, national and international news/developments;
- 🧩 Update on progress of regional work;

- 🧩 Support each other as a unified community.



The People's Forum is also an opportunity for people and carers to play a more active part in the regional partnership. This is an open and inclusive forum where anybody can attend to find out more about health and social care transformation across the region.

Co-production Group

The Co-production Group is a resource of assets. The people, carers and professionals involved (including staff from the Health Board and Local Authorities) offer a variety of different skills, knowledge and experience. The group provides a collective voice that offers positive solutions to issues within existing and potential projects and services.

It is important to note that the membership of the Co-production Group is not just people and carers, it includes representation from **all** partners in WGRP. This is important because the essence of co-production is that all views are considered and treated equally so this principle is inherent within the group itself. The Chair of this group will be a Representative elected to undertake this role for an agreed period of time.

What We Do

- Raise the profile of co-production across West Glamorgan (which includes Swansea, Neath and Port Talbot).
- Provide mentoring support and guidance to anyone within the West Glamorgan area wanting to co-produce projects and services.
- Provide an opportunity for people (including carers) to get involved in co-production opportunities.
- Provide quality control within the designing, development and delivery of co-produced projects and services.
- Collectively flag potential areas that need attention and would benefit from a co-productive approach.

Further information is available in the **WGLAM Co-production Group Terms of Reference** document.

Support for Co-production

The work of the Co-production Group is supported by two **Co-production Development Officers**, one based in Swansea Council for Voluntary Services [SCVS] and one in Neath Port Talbot County Voluntary Council [NPTCVS]. Their role is to work collaboratively with Representatives to provide the support, advice and guidance that will enable the Co-production Group (and the People's Forum) to function effectively as part of the governance of the regional partnership. This includes providing direct support to Representatives such as access to equipment like laptop computers and co-ordinating meetings and events.



Fig. 8 – Representative Recruitment Poster

The **West Glamorgan Transformation Team** also provide support to the Co-production Group. Specific functions of the team – such as communications, finance and reporting – are extended to support the work of the co-production community across the regional partnership.

Much of co-production support such as training is also delivered co-productively. This makes it everyone's responsibility to promote and teach others about our co-production principles. There is also support for

Representatives in the form of peer-to-peer mentoring and national networks such as Co-pro Wales.

Co-production Documents

To enable us to embed co-production and support Representatives to perform these important roles across our transformation programmes, as well as supporting partner organisations to work in a co-productive manner, we have a number of documents to help us make this happen:

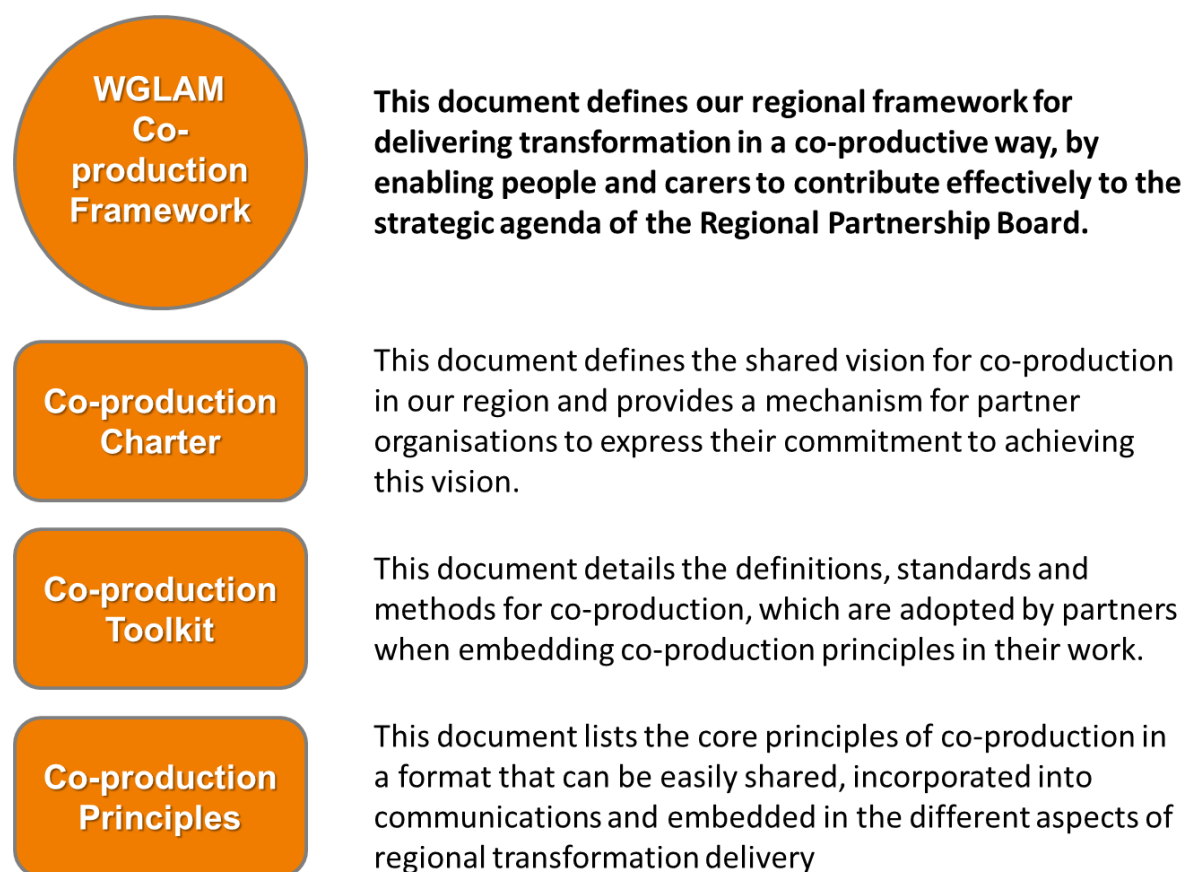


Fig. 9 – Key Co-production Documents

Other documents, templates and information will be made available to support the work of the Co-production Group and the Representatives (including information about the partnership itself).

Focused Approaches


Below are the more detailed approaches that we will use in delivering this framework; they are important parts of the overall approach and they ensure we remain consistent in the detail of our strategic methodology.

No.	Approach	Process
1	Confirming commitment of partner organisations	How to get partner organisations to sign the WGLAM Co-production Charter and agree the actions required to embed co-production principles across their business.
2	Raising awareness of Co-production	How to conduct awareness-raising activities across the West Glamorgan region to inform people and carers about the importance of co-production in health and social care.
3	Recruiting new Representatives	How to identify and recruit new Representatives from interested people, carers and CYP in West Glamorgan including undertaking induction activities.

An overview of each process is included in the **WGLAM Process Maps** document.

Monitoring & Reporting

As our regional work progresses and our maturity as a partnership with co-production at its core improves, we will continue to monitor and review our progress against this framework. To do this, we will:

-  **WGRP Annual Review Report** – we will make contributions to the Annual Review about how co-production is being embedded and used across the partnership, with reference to important milestones in our Action Plan and contributions from Co-production Group members;

-  **Highlight Report** – we will produce a Highlight Report to the Integrated Transformation Board to demonstrate our progress in delivery our actions and escalation of any co-production related issues;
-  **Other Regional Reports** – where it is appropriate, Representatives may make contributions to specific regional reports and other reports on behalf of the regional partnership (for example, Annual Carers Partnership Report).

Open and easily accessible communications will allow us to report effectively what we have done including our successes and lessons learned. The regional partnership will use Microsoft Teams as the preferred platform for storing and sharing our reports, documents and dashboards.

Implementation

This framework introduces the concepts and functions we want to implement within the regional partnership, which will make co-production an important central element of our transformation agenda. Together, we all need to be innovative and empowered to deliver change at pace in order to achieve our collective ambitions for co-production in West Glamorgan. Implementing the framework will take time and effort from all parties and the Action Plan at Appendix A sets out our key activities to achieve our aims and outcomes stated within this document.

Appendices

A – Action Plan

Activity	Description	Owner	Deadline
Develop a Co-production Charter	To co-produce a charter which signifies the commitment of an regional partner to embedding the principles of co-production throughout its organisation	Co-production Group	October 2020
Undertake a Skills Audit of Representatives	To undertake an assessment of the skills, knowledge and capabilities of the individuals who undertake the role of Representative	Co-production Group	March 2021
Define Terms of Reference for the Co-production Group	To create, review and publish a Terms of Reference for the Co-production Group that establishes the structure, membership and controls for the group	Co-production Group	April 2020
Define Terms of Reference for the Citizens Forum	To create, review and publish a Terms of Reference for the Citizens Forum that establishes the structure, membership and controls for the group	Co-production Group	December 2020
Run a Recruitment Campaign for new Representatives	To conduct a public campaign to attract and recruit people to the role of Representative across the various boards, groups and activities of the regional partnership	Co-production Group	January 2021

Activity	Description	Owner	Deadline
Plan and deliver a Training Programme for Co-production	To create, schedule and deliver a programme of training activities that will result in increased awareness and application of co-production principles	Co-production Group	March 2021
Develop an Induction Pack for supporting new Representatives	To create, review and publish an Induction Pack which is used to on-board new individuals to the role of Representative	Co-production Group	November 2020
Collate sources of research, innovation and improvement relating to co-production	To identify, capture and share details about sources of co-production related research, innovation and improvement activities with the West Glamorgan RI&I Co-ordination Team and other stakeholders	West Glamorgan RI&I Team	October 2020
Launch the WGRP People's Forum	To formally launch the new People's Forum through promotion and awareness campaign activities	Co-production Group	January 2021
Launch the WGRP Co-production Framework	To formally launch the new Co-production Framework through promotion and awareness campaign activities	Co-production Group	February 2021

B – Glossary of Terms

ATB	Adults Transformation Board
CTB	Children & Young People (CYP) Transformation Board
ITB	Integrated Transformation Board
RPB	Regional Partnership Board
T&F	Task & Finish
UNRC	United Nations Convention in the Rights of the Child
WGRP	West Glamorgan Regional Partnership

Co-production Toolkit



Partneriaeth
Ranbarthol
Gorllewin
Morgannwg

West
Glamorgan
Regional
Partnership

West Glamorgan
Regional Partnership

Co-Production Toolkit

One of the ten national design principles within [‘A Healthier Wales: our Plan for Health & Social Care’](#) is to drive change and transformation

About this document

The West Glamorgan Co-production Toolkit provides information and guidance to support your organisation/board to work co-productively with people that use services or have used services and their carers being equal partners in the design, development, commissioning delivery, monitoring and review of services. Organisations should sign up to the **WGLAM Co-production Charter** before using this tool to ensure that there is a commitment from all staff that share an ethos of coproduction in their working practices.




Why co-produce?

Involving people that use services or have used services and their carers provides a different perspective, of lived experience of what works well and what does not work well for the target group. Co-production will enable an organisation/board to think differently; be challenged in a positive and productive way and be more creative and radical when transforming services. Working co-productively can increase job satisfaction and wellbeing for all partners involved. It will hopefully mean that the right services are commissioned from the outset and delivered effectively.

Co-production can make services **‘a better fit for the people that use them and more accessible. It can make an otherwise institutional situation feel more human’**.

You can find out more information about co-production online (go to <https://www.tnlcommunityfund.org.uk/insights/co-production> as a good example).

Examples of current legislation supporting the benefits of working co-productively includes:

-  Social Services and Wellbeing (Wales) Act (2014);
-  Wellbeing of Future Generations (Wales) Act (2015);
-  Regulation and Inspection of Social Care (Wales) Act (2016).

What is co-production?

Co-production is an **asset-based** approach to public services that enables people providing and people receiving services to **share power** and **responsibility**, and to work together in **equal, reciprocal** and **caring relationships**. It creates opportunities for people to access support when they need it, and to contribute to social change.

Coproduction is underpinned by five principles²:

1. Value all participants and build on their strengths.
2. Develop networks of mutual support.
3. Do what matters for all the people involved.
4. Build relationships of trust; share power and responsibility.
5. People can be change makers, and organisations enable this.

As demonstrated in Arnstein's **Ladder of Citizen Participation**, coproduction is about 'doing with' people in an 'equal and reciprocal partnership':

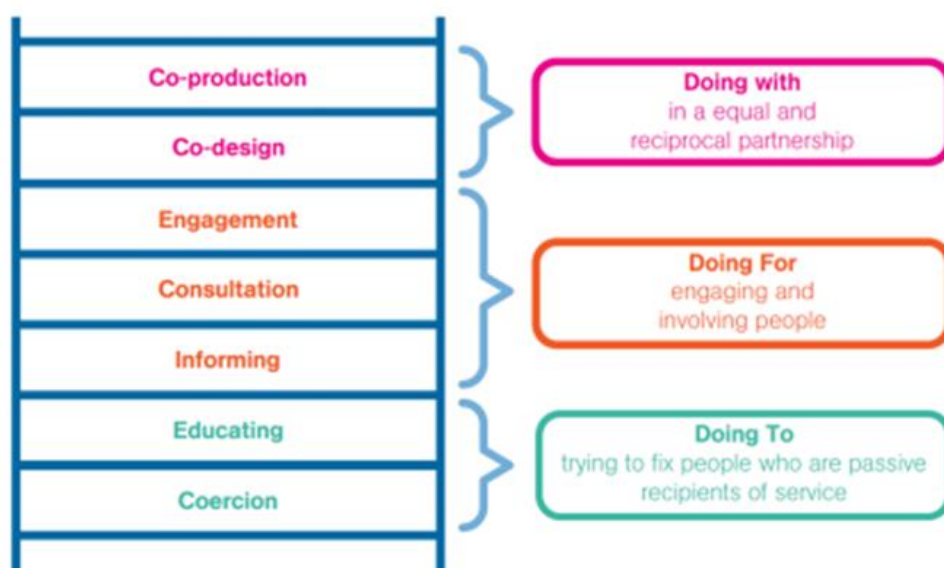


Fig. 1 – The Ladder of Citizen Representation

² From the Wales Coproduction Network

Representation is a way that is often used to engage and involve people, but is **not** co-production. Although Representatives are encouraged to have their say in meetings, they are often outnumbered by paid staff, their needs which allow them to participate are not always considered (e.g. they may not have a say in when and where the meetings take place) and they may not have a shared responsibility within the group (e.g. would not be offered a role such as Chair of the group).

You can find out more about co-production as well as representation in the **WGLAM Co-production Framework** which provides more details about embedding co-production principles in the West Glamorgan region.

Before you work through this Co-production Toolkit, you may find it useful to complete an Audit Tool to assess how your organisation is currently working co-productively, identifying strengths and areas for development. An effective tool is the **Co-production and Involvement Audit**.

A self-assessment tool for organisations developed by Co-Production Network for Wales is available online at <https://info.copronet.wales/the-self-evaluation-audit-tool/> .

How to co-produce

Before starting, it is useful to consider:

1. What is the project?
2. Why is it happening? What needs to change?
3. How much time do you have to do it? Do you need to challenge deadlines to work co-productively?
4. Do you need support from the West Glamorgan Coproduction Group to get started?
5. Can all parts of the project be co-produced? If not all, why not?
6. Do you have support from management to co-produce this project?

We have included a useful table in **Annex A** with the key activities and questions that you can use to help you identify the appropriate approach to co-production, depending on the scenario you are working with (for example, a short Task & Finish group creating one simple document or a large, complex, high profile project working across partner organisations and regional areas to deliver many benefits for people and carers).

At the end of the project as a group, reflect on what went well and what was challenging. Did people feel meaningfully involved? Did the group have a good representation of diversity? What might you do differently next time? What might you do in the same way?

For further guidance and support please contact the West Glamorgan Coproduction Group through the group's support officers based in both Swansea Council for Voluntary Service (SCVS) and Neath Port Talbot County Voluntary Service (NPTCVS).

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Ellis Owen (NPTCVS)

E-mail: EllisO@nptcvs.org.uk

Telephone: 01639 631246

Annex A

No.	Activity	Do you need to develop in this area? If so, how will you do it?
1	Does your organisation/board have a mechanism in place responsible for the development of services? If yes, does it have a clear Terms of Reference? Is coproduction referenced throughout it?	
2	<p>Has your organisation/board actively sought people that use services or have used services and their carers to become involved?</p> <ul style="list-style-type: none"> - How have you promoted the work you are doing? (for example: partner organisations, local media, social media). - Have you actively encouraged people to become involved? - Have you provided an estimated time frame for completion of the project? - Have you identified the likely extent of the time commitment required from participants and made this clear at the outset? 	
3	Has your organisation/board considered equity to enable a diverse group of individuals are able to participate effectively? Things to consider may include:	

No.	Activity	Do you need to develop in this area? If so, how will you do it?
	<p>If it is a physical meeting:</p> <ul style="list-style-type: none"> - Where the meeting is taking place? - Is it far away for individuals? - Is it on a public transport route? - Are there car parking facilities and if so are these free? - Is it a long walk from public transport stops/car park to the meeting venue? - Is there an accessible lift in the building? - Is there adequate space in the meeting room for wheelchairs and other equipment if needed? - Do you need a hearing loop? - Are individuals able to join remotely if they cannot physically attend? - Are travel expenses reimbursed? - Are appropriate breaks and refreshments provided? <p>If it is a virtual meeting?</p> <ul style="list-style-type: none"> - Do all participants have access to the technology needed? - Can all participants access links for the virtual platform? 	

No.	Activity	Do you need to develop in this area? If so, how will you do it?
	<p>Other things to consider to increase participation:</p> <ul style="list-style-type: none"> - Timings of meetings and regular breaks. - Have all participants received the information needed (e.g. agenda, minutes, reports) in good time to enable them to read through all the information before the meeting? - Do you have representation of the people that are affected by the service e.g. children, older people? - Do you have a good representation of diverse groups Black and Minority Ethnic groups, Lesbian, Gay, Bisexual, Transgender groups, Disability groups, Gender groups? - Have participants received the information in a format they can access e.g. large print, easy read, first language? - 'Blended' meetings which allow both attendees in person, and virtual attendees? 	

No.	Activity	Do you need to develop in this area? If so, how will you do it?
4	<p>Do you have an equal split of people that are using services or have used services and their carers (people that are volunteering their time) and paid staff?</p> <p>The split should be equal or have slightly more people that are using services or have used services and carers.</p> <p>Have you ensured that the members of staff representing your organisation have the appropriate decision making powers to enable decisions to be genuinely coproduced by the group?</p>	

No.	Activity	Do you need to develop in this area? If so, how will you do it?
5	<p>Think creatively of ways to break down the differences in power between paid staff and citizens</p> <p>You might want to consider having an icebreaker in the first meeting to enable individuals to know each-other better on a personal level.</p> <p>Does the language used in the meeting enable everyone to understand e.g. use of plain English, no jargon or acronyms?</p> <p>Are paid staff dressed formally with work items such as lanyards? Are paid staff and citizens mixed in their seating arrangements?</p> <p>Does the meeting need to be a traditional/formal meeting? Would the meeting held in a different way or setting enable all participants to feel more comfortable and increase their confidence to participate?</p>	

No.	Activity	Do you need to develop in this area? If so, how will you do it?
6	<p>Identifying Assets with the Group</p> <p>Do all the members of the group know the skills, knowledge and experience of all the individuals in the group?</p> <p>Do all members of the group have a shared knowledge of the existing services and resources? Are they all aware of the strengths in these existing resources and the challenges? Do they know what the gaps are?</p> <p>Do members know each other's links/networks/connections that can be utilised this work?</p>	
7	<p>Do all members of the group share the same vision?</p> <p>Is there good communication within the group?</p> <p>Are you making decisions and solving problems together as a group?</p> <p>Is the Chair able to confidently and constructively handle differences of opinion or situations of conflict?</p>	

No.	Activity	Do you need to develop in this area? If so, how will you do it?
8	<p>Is the responsibility of the group shared amongst participants? For example, are roles of the group rotated e.g. Chair, minute taker? Is training offered to support individuals to take on these roles?</p> <p>Are all individuals encouraged to participate? Are all contributions acknowledged and valued by the group? Do all members of the group have access to all information including the budget for a project?</p>	
9	<p>Are individuals in the group involved at every stage?</p> <ul style="list-style-type: none"> - Design - Development - Monitoring, review and evaluation <p>Does your project focus on creating good outcomes (the difference the project will make to someone's life) rather than on outputs (how many times you did something)?</p>	
10	<p>Do you recognise the individuals that are volunteering their time? Can they be rewarded, for example, using time credits? Are their achievements and contributions celebrated?</p>	
11	<p>Do you need to challenge deadlines as a collective group to ensure that the work you are doing is true coproduction and not just tokenistic?</p>	

Co-production Charter



West Glamorgan Regional Partnership

Co-production Charter

✉ west.glamorgan@swansea.gov.uk

Date: 18 March 2021

🌐 www.westglamorgan.org.uk

Background

Following unprecedented times in health and social care in 2020, all the partners of the West Glamorgan Regional Partnership Board (WGRP) wish to reaffirm their commitment to co-production. This document represents an agreement between all members of this board to commit to achieve our collective vision for embedding the principles of co-production across our work. This includes members of the board who represent Partnership Bodies committing to following the **WGLAM Regional Co-production Framework** for co-production in how they develop local co-production strategies and take meaningful action to embed co-production principles throughout their organisation.

OUR VISION - What do we want to achieve?

1. We utilise co-production in an ambitious way as we transform our services to meet the needs of our population and its people, in a safe and sustainable way, so that people can enjoy long, healthy, active lives and enable those with long-term and life-limiting conditions to live well.
2. We use the collective efforts and experiences of policy makers, commissioners, people who use services, carers, staff, staff representatives, third sector, business

Health Board – Thursday 25th March 2021

and local communities to work together co-productively, helping us to improve health and wellbeing outcomes for the population of West Glamorgan.

3. We place people and carers at the centre of decision-making and connect people in co-productive networks so that we can develop, meaningfully influence, shape and participate as real partners in the commissioning, planning, delivery and evaluation of services.
4. We consistently utilise co-productive principles and practices when we tackle health inequalities and discrimination.
5. We openly recognise the need for demonstrable progressive realisation of co-production across all regional partnership programmes and in the development and review of regional strategies, frameworks and plans.

OUR PRINCIPLES - What do we mean by co production?

Co-production is an asset-based approach to public services that enables people *providing* and people *receiving* services to share power and responsibility, and to work together in equal, reciprocal and caring relationships. It creates opportunities for people to access support when they need it, and to contribute to social change.

More information about applying co-production can be found in the **WGLAM Regional Co-production Toolkit** for West Glamorgan.

Co-production is underpinned by five principles:

- 1. *Value all participants and build on their strengths.***
- 2. *Develop networks of mutual support.***
- 3. *Do what matters for all the people involved.***
- 4. *Build relationships of trust; share power and responsibility.***
- 5. *People can be change makers, and organisations enable this.***

To achieve transformational change, coproduction will 'realise value through people' so we can move us from a culture of 'you said, we did' to 'we said, we did it together'.

**OUR COMMITMENT - How will we know we are doing it, ascertain if we are progressing?
What will be our key outcomes?**

As a Board/Organisation, we are committed to the following strategic objectives:

1. To co-productively develop and evaluate specific milestones for all programs to identify future co-production work.
2. To increase, develop and implement co-production training which is developed together and delivered to all partners and organisations within the regional partnership.
3. To creatively and actively engage our communities in health and social care services design and delivery.
4. To increase the number of active participants in co-design and co-delivery of services.
5. To co-design and develop the measurable and objective improvements in people and staff experience, care outcomes and the evidence of increased productivity across all services.
6. To make changes that ensure the experience of the health and social care system is more 'person centred', and that contributions are recognised as enabling change so that health and wellbeing outcomes improve as a result.
7. To make teams feel empowered; to make staff and people with lived experience feel valued; and to ensure that health and wellbeing outcomes for people with lived experience positively improve.

This document will be reviewed on an annual basis by the co-production group

Signed by:

Name
Title