

LONDON BOROUGH OF HAMMERSMITH & FULHAM

Report to: Policy and Oversight Board

Date: 20/06/2023

Subject: Update on Co-production following Disabled People's Commission (DPC) report

Report author: Julian Eccles, Strategic Lead, Communications and Community Engagement

Responsible Director: Nicola Ellis, Chief Operating Officer, Corporate Services

SUMMARY

This report provides an update on the Council's co-production activity alongside a report on action following the recommendations of the Disabled People's Commission (DPC, appended).

The POB is invited to note the report and approve the recommendations below.

RECOMMENDATIONS

1. The Board to ask each Policy and Accountability Committee to consider a quarterly update on previous and planned co-production activity.
 2. The Board to consider a summary of such reports biannually.
-

Wards Affected: All

Our Values	Summary of how this report aligns to the H&F Values
Building shared prosperity	Embedding co-production accountability will strengthen the council's ability to serve the needs of all residents
Creating a compassionate council	Embedding a co-production approach which embraces all residents will strengthen the council's ability to act on the needs of all residents, especially those residents furthest away from decision making.
Doing things with local residents, not to them	Embedding co-production accountability at POB will strengthen the council's ability to scrutinise and promote its

	commitment to this strategic priority
Being ruthlessly financially efficient	Embedding co-production through such accountability will generate better-informed decision-making, thereby reducing waste and cost.

Background Papers Used in Preparing This Report

None.

DETAILED ANALYSIS

1. This report sets out the progress made regarding the implementation of co-production at H&F following the recommendations from the Disabled People's Commission (DPC). The report demonstrates comprehensive action taken by the Council on its proposals.
2. As a Council, our commitment to co-production came from the DPC, which stated that 'Doing things with residents not to them' through co-production may mean starting with Disabled residents but is ultimately about all residents. More recently, the Administration reaffirmed its commitments to co-production following the May 2022 borough election. In September 2022, Cabinet agreed Business Objectives for 2022/23 which set out the ambition for H&F to be the leading borough for co-production through expanding co-production across council departments and services so that residents are fully involved from the earliest stage in shaping the services that affect their lives.
3. As detailed in the supporting Appendix, the Council's approach and co-production achievements are regularly highlighted on a national and regional level as an example of best practice for prioritising the inclusion of Disabled people in decision making and delivery of change that Disabled people have long campaigned for.
4. There are six co-production activity groups co-chaired by residents, with two more being set up. For example, the award-winning and long-standing Civic Campus Disabled Residents Team has seen Disabled residents co-producing the Civic Campus to a high standard of inclusive and accessible design. This is a leading example of residents being close to decision-making as they are part of our delivery team. H&F is also the first local authority to adopt a Council wide Vision on Independent Living.
5. Within H&F, there has been considerable sharing of co-production learning through internal and external events. Resources are available to services and staff to embed co-production in their work, for example through the Co-production Checklist and Guidance. As a next step, we are establishing a staff co-production network to enable greater shared learning. We also facilitated national research by the Disability Law Service on the impact of charging on

Disabled people as H&F is the only council in England not to charge for community-based support.

6. This report details some of the recent work to embed further our co-production approach across services and significant policy areas as part of making “Doing things with local residents, not to them” a routine business-as-usual practice. There remain challenges in fully embedding co-production and acknowledge that there is still scope for progress.
7. There are multiple opportunities to promote and scrutinize how well we are meeting our ambition both at officer and formal governance levels, notably at Policy Accountability Committee meetings.
8. Whilst central resources for promoting co-production are limited, the emphasis within the new Community Engagement and Co-production Team will be to encourage services themselves to deploy resources and tools and training to undertake exemplary co-production for their major policy and service review programmes.
9. Combined with a strengthened approach through engagement at officer level on such major programmes this should yield more effective co-production, including with the established stakeholder and resident groups such as the H&F Co-production Implementation Group (HFCIG).

LIST OF APPENDICES

Appendix 1 – Disabled People’s Commission (DPC) Update, February 2023

Disabled People's Commission (DPC) Report recommendations update

This report sets out the progress being made regarding the implementation of co-production across the Council following the recommendations from the Disabled People's Commission (DPC) report. This report sets out the progress that has been made in the last twelve months following the DPC recommendations.

We have continued to focus on shaping the co-production workplan towards delivering co-production practically across the Council. Those priorities include:

- implementation of DPC recommendations
- co-producing a resident focused culture
- service transformation using Independent Living principles
- ensuring co-production becomes a tool in reframing our relationship with the community.

'Doing things with residents not to them' is a key strategic value for the Council and we have been leading on developing a proposal that would bring together the Council's co-production and community engagement work into a unified strategy. Co-production is only part of a range of community activities with a focus on the 'right type of engagement with the right people, at the right time'. This new approach will help to increase our strategic engine capacity, underpinned by Equity, Inclusion and Diversity and working to a shared vision on partnership working with the community / 3rd sector. The proposal to start this process went to the Strategic Leadership Team (SLT) for a decision, which was agreed on February 8th, 2023. This has led to the decision to bring together the Community Engagement and Co-production teams within the central Corporate Services department. A shortlist of candidates to Head this function has now been prepared.

We acknowledge that, although we have responded to all the recommendations, we would welcome opportunities to review this work and refresh the workplan to then deliver on any gaps. This is timely as we are refreshing the functioning of the H&F Co-production Implementation Group (HFCIG), so this could be part of its early oversight work.

Summary of progress to date

There has been a significant growth of co-production activity and resident involvement in decision making since 2019. When the co-production work started in early 2019, we set up the Hammersmith & Fulham Co-production Implementation Group (HFCIG) which includes Disabled residents, senior council staff and councillors to steer, encourage and enable co-production across all council departments and the whole community. At that time there was only the Civic Campus Disabled Residents Team (DRT) in operation.

Now there are six co-production activity groups co-chaired by residents and two more, focusing on delivering Independent Living and public realm / inclusive streets which are due to get going soon. The Civic Campus DRT illustrates well what co-production means with a group of Disabled residents contributing to the delivery over six years on an almost monthly basis. This ensures decision-making stays closer to residents as they are part of our delivery team. This type of approach is taking hold with the groups listed below and they are all co-chaired by a resident.

Current co- production groups are:

- Civic Campus Disabled Residents Team (DRT) – Economy
- Disabled People’s Housing Strategy Implementation Group (DPHSG). – Economy
- Digital Accessibility Group (DAG) – Environment, which is co-producing the emerging Digital Inclusion Strategy that the Board has considered
- Disability Forum Planning Group (DFPG) – Environment
- Direct Payment Steering Group – Social Care
- Safer Cycle Pathway (SCP) - Environment

The Digital Accessibility Group is the latest group to be set up and its membership includes Disabled and non-Disabled residents.

The two new co-production groups are due to be set up in this summer. The Independent Living group will oversee and steer the work on Independent Living. It will be recruited to by July 2023 and this will be the first group hosted by a community organisation, Action on Disability (AoD). This approach also helps to build capacity in our local DPOs (Disabled People’s Organisations) strengthening their reach to residents and other community groups. All groups will be represented on the refreshed HFCIG which creates increased representation for residents and more closely linking activities and impact. The Inclusive Environments group (based in Environment) will bring together co-production activities focused on the ‘public realm’ and will incorporate the existing SCP group into its remit.

Measuring progress against DPC recommendations.

Below are the eight DPC recommendations and the measures set out for 'How we will know things are getting better for this recommendation' and a brief narrative on progress and challenges.

1. Creating a Co-production culture *Implementation of a Council-wide human rights approach to its policy and service development, using the UN Convention on the Rights of Persons with Disabilities (UNCRPD) as the framework for change.*

How we will know things are getting better for this recommendation.

- 1.1 The UN Convention and the social model of disability are being used as the guide for planning and writing all policy with local Disabled residents. This can be clearly seen in council policies.

The UNCRPD is embedded in the HF Vision for Independent Living as well as the social model of disability. We are the first local authority to adopt a Council wide Vision on Independent Living. Training recently commissioned with Inclusion London, a pan London Disabled People's Organisation, for all staff looked at practical ways to change culture and practice on the above.

Links are also being made between co-production and guidance for the development of major policies at H&F.

- 1.2 The council work plan has activities to make sure that human rights and the social model become a part of all council work.

The Business Objectives 2022/23 commitments on co-production have re-affirmed the organisation's commitment to co-production and are informing Council reporting mechanisms.

We are aiming for co-production principles and ways of working to be a part of all Council work. For example: departments' business plans; the way project reviews are done; online learning; changes to publicity, recruitment, training, professional growth and management.

Co-production is a recognised as an important way of working at H&F, reinforced by publicity on what we

are doing and why we are doing it. But we need to do more, particularly targeting key decision-making opportunities where co-production should be emphasised.

The Social Care department has reinforced the importance of co-production through its recruitment practices, which is more effective in attracting candidates who share the Council's values. Further work is needed to ensure recruitment processes across the Council are more consistent in ensuring that the commitment to co-production is routinely reflected in Role Profiles and advertisements.

We have consistently promoted the use of the Co-production Checklist & Guidance and other resources to plan work with residents. These can be more consistently utilised across all teams/depts. There are now five fully accessible Co-production What, Why and How videos available for LBHF staff.

Early work on including co-production in the corporate reporting process (e.g. Completed Co-production Checklist included in reports) has been considered with PAC Chairs contacted in the autumn 2022 to encourage them to enquire about co-production more routinely. There will be a co-produced review of all the ways that we carry out monitoring and evaluation and how we report. The Public Accountability Committees can support reviewing how co-production is put into place across the council.

Our approach to co-production will also be reinforced by routine engagement and monitoring at "Departmental Management Team" meetings.

2. Council to commit to working in Co-production with Disabled residents

Draft and implement a Council wide Co-production action plan which commits the Council to working in co-production with Disabled residents.

How we will know things are getting better for this recommendation.

2.1 Co-production with Disabled residents has been put into place across all the Council's work.

Facilitated by the co-production team, Action on Disability (AoD) has delivered a training programme and resources to equip more Disabled residents to get involved in co-production, leading to new members for the active co-production groups. 60% of the 2022 cohort are now actively engaged with the council's six co-

production groups. In addition, the Council has resourced each of the six co-production groups to meet any access requirements and paying expenses and participation fees where appropriate.

2.2 Set up a co-production group of Disabled residents who work with the strategic director, this is the person who looks at the big picture and makes sure the plans are put into place. They should work together to turn the recommendations in this report into reality.

Ongoing support has been provided since April 2019 to the HF Co-production Implementation Group (HFCIG) in their role to oversee the implementation of the DPC recommendations. The initial membership included four Disabled residents, four Councillors and relevant officers. After a review in 2022, we have refreshed the membership structure to have more active resident representation and a focus on greater external profile/ internal delivery. The first meeting took place in March 2023. We are looking to change the name to something more in line with 'Doing things with residents not to them'.

2.3 The hub has a strategic director who makes sure the co-production strategy and other recommendations are set up and put into place.

We have had consistent support from the Strategic Director of ASC from the outset of this work with active participation at HFCIG meetings. SLT has also been supportive. We will be engaging with the new Strategic Director, Chief Operating Officer, Corporate Services in due course.

3. The Council promotes the development of co-production across the Borough

Draft and implement an accessible communication action plan that promotes the development of co-production across the borough.

How we will know things are getting better for this recommendation.

3.1 Make sure more people know about co-production, showing how it gets rid of Disabled people's barriers locally.

We have been meeting regularly with the Communications Team with a workplan around internal and external events and activities to raise the profile of co-production and the good progress H&F has made.

Examples from 2022 include an accessible voting campaign before the local elections, Disabled People's Housing Strategy Launch, National Co-production Week events, events for International Day of Disabled People and Disability History Month. In all of these events and activities residents played a central role in promoting co-production - attracting over 300 people.

The co-production web pages on H&F website are regularly updated to keep the community informed on the work and how to get involved.

We are developing a further promotion campaign shortly that will include the launch of the Independent Living delivery group, with a series of short videos about Independent Living, featuring Disabled residents, the Deputy Leader and Strategic Director, ASC.

As part of a new co-production & community engagement team, it will be a crucial opportunity to refresh our combined efforts to better illustrate 'Doing things with residents not to them' and reach a wider group of residents, community organisations etc.

4. Develop a Co-production Training and development plan

Draft and implement a coproduced action plan and resource to skill up and build the capacity of Disabled residents, local DPOs, Council staff and Councillors to participate in the co-production of policy and service development.

We have made good progress on skilling up and building the capacity of Disabled residents and local Disabled People's Organisations with specific outcomes set out in a Community Co-production Capacity Building programme. AoD are about to embark on the third six-week co-production training programme. H&F has co-funded the three rounds of training with the third round being funded by the Building Trust initiative grant from Government. This will have reached more than 50 Disabled residents by completion. H&F Councillors and council officers have delivered elements of the training programme.

Specific outcomes of the training were:

- Local Disabled people have a good understanding of the social model and human rights-based approach to disability and the value of Disabled People's Organisations (DPOs).
- Local Disabled people have a better understanding of co-production from a Disability Equality

perspective and have the confidence and skills to co-produce.

- A newly active community of Disabled co-producers with support, structure, and focus.
- Local DPOs have a new resource with which to engage and mobilise their membership of Disabled residents.
- Local DPOs have a body of evidence through their co-production training and support work with Disabled residents that strengthened their own campaigning and influencing work.
- AoD has a deeper understanding of independent living and can engage with other DPOs in the campaign to scrap social care charging.

The second round of community led co-production training focused on supporting a group of young Disabled People to understand their rights to be involved in decision making about their lives, Independent Living and co-production. The key outcome of the programme was an Inclusion Charter created by the young Disabled people which sets out how they are to be included in society. We are now supporting the group and AoD to promote the Inclusion Charter as a mechanism for co-production of services with young Disabled people.

In preparation for this training we also supported Children's Services to work with AoD and ALLFIE (a national Disabled people's organisation) to run six rights & empowerment sessions for and with local young disabled people. This sought to co-produce an 'inclusive employment support' quality assurance framework in partnership Economy officers.

We welcome ASC actively embedding co-production in their staff training through the support of the ASC workforce development officer, as well as hosting specific sessions on co-production in 2022.

All Councillors had the opportunity to access Disability Equality training (delivered by Inclusion London) and an induction session on co-production in November 2022.

In terms of work to encourage a shift in culture, the Council has commissioned Disability Equality training underpinned by the social model of disability and co-production. This is aimed at all staff and will be delivered on a phased basis over the next two years and will be a 2-stage process (Education sessions and follow up Reflection sessions). Longer term we are working with People and Talent to introduce a 'train the

trainer' approach to build sustainability into this offer, with the hope that the training will be delivered by Disabled staff members of the Disability Equality network.

In terms of other training, Inclusive Design, Disability Equality and co-production training started in early February 2023, for three cohorts of planning officers and members of the Disability Forum planning group (DFPG). This is an opportunity for residents and officers to learn together, which was a recommendation from the DPC report.

There is now momentum as we are meeting with the Assistant Director of P&T, Head of Resident Services and the Strategic Lead for Equity, Diversity and Inclusion to formalise a plan of what is on offer, how we can better join up our workforce development training, identify gaps and fill them.

5. Co-produce
Service design
and
commissioning

The Council to co-produce a quality assurance and social and economic value framework, which will define the values, behaviours and characteristics of all service providers and organisations funded or commissioned by the Council.

How we will know things are getting better for this recommendation.

- 5.1. Show that a co-produced quality assurance and social value framework has been written. Show that it is being put into place when services are bought through commissioning.
- 5.2. Show how the new quality assurance and social and economic value framework is changing how commissioning is done and what comes out of council contracts.
- 5.3. Service specifications are co-produced and put into place using council money, commissioning and procurement, this means buying services.
- 5.4. Contracts are written and given to organisations in line with service specifications which have been co-produced with Disabled residents.
- 5.5. Review with Disabled residents, the contracts that are seen by Disabled residents as creating barriers.

We aim to gain traction to drive this work via the Council's commissioning leads.

We have worked with ASC to ensure co-production is embedded in the Quality Assurance framework and

the draft market positioning statement. There is more work to do on this and so we will continue to actively seek that co-production is a requirement in all service specifications and delivery contracts.

The specification for the Direct Payments Support Service (DPSS) is a strong model to build on – incorporating co-produced requirements based on Independent Living, the social model of disability and set in the context of the UNCRPD. The DPSS is delivered by AoD, which also helps to deliver on DPC recommendation No.7. The Direct Payments Steering Group, which includes residents, is overseeing improvements in direct payments – the successful delivery and accountability of the contract being a key element of this.

A joint Building Trust project between ASC and AoD is seeking to build connections with people furthest away from decision making who are in out of borough institutions / care. Learning from this will inform better ways of co-producing and building peer support with those facing significant barriers.

We are also working with ASC Commissioning to embed co-production in all stages of Commissioning and have drafted a resource to support practical co-production at all stages of the “Commissioning Cycle”. Maximising “Social Value” is set out as a key lever for co-production and capacity building for residents and community organisations.

We contributed to early discussions on developing social value TOMs (Themes, Outcomes, Measures) to encourage inclusion of co-production with residents based on the Council’s Social Value Strategy, March 2020. There is considerable scope for progress on this topic.

6. Resourcing Co-production

Council to analyse existing financial expenditure and resources on all co-production, engagement, with Disabled residents to identify current expenditure and then reconfigure to develop a borough wide co-production budget.

How we will know things are getting better for this recommendation.

6.1. A co-produced financial audit has been done; this means a look at how money is being spent. This should show how money and other resources are being spent on co-production, engagement and consultation.

6.2. The Co-production hub looks at how resources are used to make sure that Disabled residents can lead on contributing to decision making.

In 2022 the Strategic Lead for Co-production was joined by a part time Co-production officer funded until September 2023 and in 2021 two Co-production co-ordinators were recruited, one based in the Economy to support the Civic Campus and the other in Environment to support the resident led Digital Accessibility Group. Encouragingly, the council's Digital team has also recruited a Digital Accessibility Lead.

HFCIFG has had a budget of £10K per year since 2019 to support the running of the group, meeting access costs, running internal/ external events and producing some promotional video clips, which are all fully accessible with British Sign Language (BSL) and subtitling.

Services are required to fund their coproduction activity from their own budgets, to enable continuity and embedding of the practice. This will form part of a clear and sustainable financial plan for co-production.

It should be noted that the H&F investment in co-production has brought added benefits and resources. On the back of the commitment to co-production and Independent Living, Children's Services, the Planning service as well as AoD have secured considerable external funding (in excess of £2M in 2022).

Work with local Disabled People's Organisations (DPOs) and their network to identify and agree a long-term funding strategy, which will ensure that local Disabled residents' rights are upheld, inclusion and equality advanced and that Disabled residents can lead on co-production.

How we will know things are getting better for this recommendation.

7.1. A long-term funding plan is agreed with Disabled People's Organisations and is put in place by the Council

7.2. Disabled People's Organisations work well, are independent and a real voice of local Disabled residents.

7.3. The Council pays for Disabled People's Organisations to tell Disabled residents about their rights and support Disabled residents to use them.

7. Review and funding of Disabled People's Organisations

7.4 Co-production can show that Disabled residents are leading on ideas and all areas of policy and setting up and running services.

DPOs are primarily funded to deliver services. This approach enables them to also build community capacity – investing in Disabled residents and helping to shape service design, commissioning and delivery.

AoD works in close partnership with the Council so that local Disabled residents' rights are upheld, inclusion and equality advanced and that Disabled residents can actively get involved in co-production. The Council awarded a ten-year grant agreement to AoD to provide long-term funding certainty for their important work.

AoD moved to a much more accessible and inclusive centre at Mo Mowlam House in 2022 to further progress the join up and coherence of the services they deliver and community representation. We have jointly worked on delivering a cultural change on Independent Living and co-production that did not exist before the work of the DPC.

Safety Net People First (local DPO run by people with learning difficulties) is now represented on HFCIG by one of their trustees and alongside AoD, SNPF have been involved in co-hosting three high profile community events in 2022. This included events for International Day of Disabled people, UK Disabled People History Month and National Co-production Week.

We are partnering with AoD to establish and recruit to the Independent Living (IL) Steering Group. The co-production group will develop an Delivery Plan and help oversee the development of an IL focused community support offer. This work will promote the IL vision across the borough with the community sector. Governance wise, this enables a new model for H&F with a core co-production group being supported outside of the Council. The Group will also be represented on the newly reconfigured HFCIG.

8. Evaluating & Monitoring co-production

Carry out robust monitoring and evaluation of the implementation of the recommendations and associated co-production work to evidence the impact and share learning within and beyond Hammersmith and Fulham.

How we will know things are getting better for this recommendation.

8.1. Hammersmith and Fulham Council can give information about how using co-production has affected their decision making and policy. This is to show that the experience of co-production can help other communities both locally and nationally.

8.2. Learning is shared in regions and nationally with policy makers and government to show what can be done.

Our progress is regularly highlighted on a national, regional level for prioritising the inclusion of Disabled people in decision making and delivery of change that Disabled people have long campaigned for and was expressed eloquently by our own, first local Disabled People's Commission in the country.

The H&F approach to co-production is cited as best practice in a number of resources and reports including:

- SCIE – Social Care Institute for Excellence - Co-production resources – Practice Example
- A “gloriously ordinary life”: Spotlight on adult social care - House of Lords Adult Social Care Committee
- SCIE – Commissioning Guide – COVID-19 and beyond
- Think Local Act Personal publication 'Ten Actions for an Asset-Based Area' - with H&F good practice example.
- TLAP – Think Local Act Personal – various Direct Payment Resources – co-producing Direct Payment support
- Social Care Innovation Network - SCIE, Think Local Act Personal (TLAP) and Shared Lives Plus

We are regularly cited as an example of best practice in relation to the journey of Disabled residents in co-producing the Civic Campus to a high standard of inclusive and accessible design & build. This work is already award-winning for its approach.

Within H&F, there has been considerable sharing of learning through information events, lunch and learn sessions, and incorporation into ongoing training. Training sessions to external trainers (ASC) have ensured they understand co-production and incorporate this into their own delivery for H&F.

Once set up, the staff co-production network will enable more shared learning. Resources to support learning about and practical application of co-production in H&F include presentations, training materials, co-production checklist and guidance, draft co-production & commissioning cycle guide.

We facilitated work with Disability Law Service for national research on the impact of charging on Disabled people as H&F is the only council in England not to charge for community-based support.

Independent Evaluation of Co-production –we are actively seeking external funding to carry out independent evaluation.

Using Building Trust monies, we worked with W12 Together (community organisation based in White City) to recruit and train a team of community researchers and co-producers in and for the north of Hammersmith and Fulham. A group of residents with support will develop a research project using the Community Researcher and co-producer model.

The funding will be used to bring together a group of residents from the area surrounding Parkview to develop their research and co-production skills and to work with community and statutory partners based in Parkview, to get the best collaborative approaches for the future.

This initiative is open, particularly, to residents who experience a range of intersectional barriers including Disabled people, older and young people, people with English as an additional language, refugees and asylum seekers. These are people who are furthest away from decision making – including from the decisions that affect their daily lives. Many faces multiple barriers often compounded by wider discrimination and intersectionality, along with digital poverty which further isolates people.

This type of model is closer to framework that we would like to see developed for independent evaluation that is led by local residents.

Conclusion

This report provides a detailed outline of the good work being done across H&F to realise the strategic priority of 'Doing things with residents, not to them' through co-production. There is still much to do, but we have strong foundations and successes on which to build. This will be supported through the creation of a new co-ordinated hub in Corporate Resources.

Kevin Caulfield & Tara Flood, Strategic Lead for Co-production.