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Elected Members Masterclass
24/03/10
Delivering Outcomes - Co-production with Service Users & Communities

Bob Christie
The Improvement Service



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The Purpose of the Masterclass Series

- To allow elected members to engage directly with the IS on issues relevant to local government
- To allow elected members from different councils to engage in debate & learning with one another




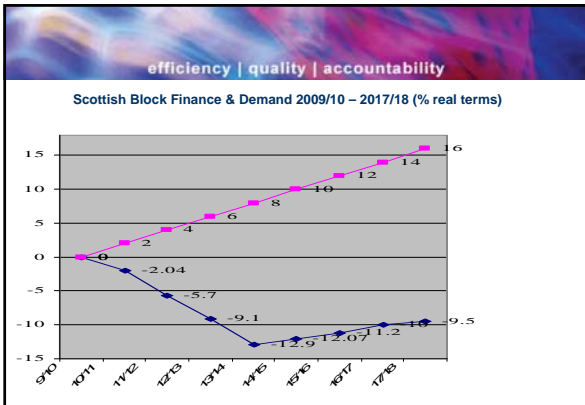
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The Context for Co-Production
Delivering Outcomes
What is Co-production?


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The Finance/Demand Graph

- Estimate 3.5% - 4% per annum in **real** terms: assumes 2.5% inflation
- If inflation is lower (wages; procurement; productivity) then real reduction is lower
- Assumes demand continues to grow at historic trend on **current** service patterns
- Ignores economic & social impacts of retrenchment 

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The Economic Context

- Public output is at least 42% of Scotland's GDP
- Around 25% of workforce directly employed by public sector (18% - 42%).....further 12% - 15% indirectly?
- Public employment, wages, investment & procurement critical to consumption & private sector growth
- Serious risk of 'double dip' recession if retrenchment is poorly managed: undermining other outcomes
- Structural deficit needs addressed but ..strategy & timescale 

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Scotland's Population: Change From 2006 Base Year


- By 2016 : 65+ population + 21%
- By 2031 : 65+ population + 62%
- By 2016 : 85+ population + 38%
- By 2031 : 85+ population + 144%
- By 2016 : 16- 64 population -10%
- By 2031 : 16 -64 population -18%
- The 'dependency ratio' sharply increases: 20% by 2020



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On Current Service Models

- Up to £1.1 billion growth **annually** by 2016 to stand still
- Up to £3.5 billion growth **annually** by 2031 to stand still



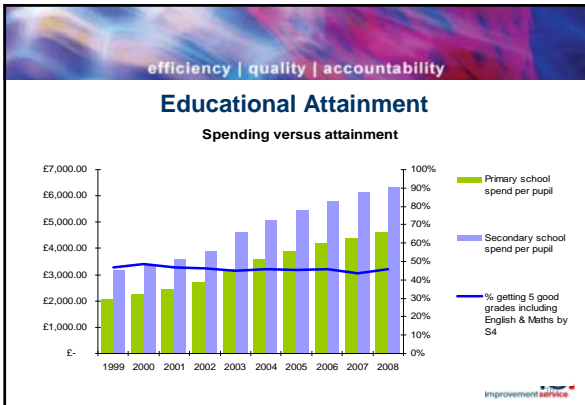
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Children

Learning & whole child development

- Quasi Victorian models – flexible building designs; teaching not learning environments; technology enabled?
- Workforce – management arrangements; productivity; teaching practice & skills; DMR decentralisation but discipline
- Parental role & background – children of engaged parents do better; parental support & aspirations critical to success; social/ economic impacts





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Older People

Improved health/ wellbeing/ safety/ contributions/ respect

- Separating 'older' & 'care'
- Housing (not residential) solution - 'housing for life' in the community
- Getting delivery right: 3rd sector; private sector; local niche providers – flexible/ personalised services

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Implications

- Our current pattern of services & spending are unsustainable against future finance & demand trends
- The historic pattern has failed those with the highest needs
- Commitments to early intervention (Equally Well; Achieving Our Potential; Early Years) challenge historic service models anyway
- We need to fundamentally rethink:
 - how we deliver
 - what we are delivering


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Delivering Outcomes

- The quality of life of individuals, households and communities
- The opportunities in life of individuals, households and communities
- Their social, economic and environmental wellbeing


Outcomes are the 'why' of public service provision



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National outcomes in SOAs


- We realise our full economic potential with more & better employment opportunities for our people
- Our children have the best start in life & are ready to succeed
- We live longer healthier lives
- We have tackled the significant inequalities in our society
- We live our lives safe from crime, disorder & danger
- We have strong, resilient and supportive communities where people take responsibility for their own actions & how they affect others



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Delivering Outcomes


- We can't **do** outcomes **to** people
 - people have to want the outcomes – and help deliver them
 - people are not just passive recipients of services designed and delivered by someone else
- We can't do outcomes **for** people either
 - delivering what people want, without their contribution, can create dependency - and may be unaffordable
 - delivering what people don't want is wasteful
- So we need to work **with** people to **co-produce** their outcomes with us



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What is co-production?

- It's the active input of the people who use services, as well as – or instead of – the traditional service providers
- It's not just consultation – input or feedback may not prompt change
- It's not even participation – that's co-design, but not delivery
- It's about shared control
 - people have the understanding, expertise & authority to shape services
 - providing their knowledge, time, skills & activity



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Models of service delivery

<p>Voluntarism – achieved by rolling back the state; reducing entitlements, cutting public provision and encouraging families, communities and the third sector to fill the vacuum</p>	<p>Co-production – establishing a partnership between citizens and government to tackle a social problem. Citizens contribute more resources to achieving an outcome, share more responsibility and manage more risk in return for much greater control over resources and decisions</p>
<p>Managerialism – achieved using a carrot and stick approach to incentives for both providers and citizens: discouraging and rewarding different behaviours e.g. paying citizens to live healthily, or targets for providers to involve service users</p>	<p>Paternalism – achieved through the 'professional gift' model of services. Doctors, nurses, teachers, social workers etc. treating citizens as <i>recipients</i> of services by handing down knowledge and expertise in a top-down way, rather than by building partnerships</p>

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Co-production means...

- Bringing individual, family & community knowledge & experience into setting outcomes & strategy
- Allowing individuals, families & communities to shape resource utilisation
- Public service commitment to supporting/developing their capacity to deliver their own outcomes



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In everyday life...

- Parents co-produce children's learning
- Families co-produce social care
- We all co-produce our health – self screening
- We all co-produce our environment - recycling
- We all co-produce community safety
- Public services (should) (only) do the bits we can't

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Potential value of contributions

- 1.7m patients with long term health care needs
- High levels of self care & public engagement in health could save approx **£3bn**
- 100,000 use social care
- Informal care already worth approx **£8bn**
- 700,000 families & 1.3m children
- Childcare provided by households worth approx **£22bn**

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Will people contribute?

How much do people believe they can make a difference in improving community safety, the local environment and health?

Index of belief in making a difference

Denmark	79
United Kingdom	77
France	71
Czech Republic	70
Germany	64

Levels of citizen participation in public services in EU countries

Index of co-production

United Kingdom	56
Germany	53
Czech Republic	52
France	51
Denmark	48

Equivalent to 56% saying they 'often get involved'

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What do people want?

Citizens want to be empowered – they value choice, control and involvement¹

But citizens want public services to be different from normal retail/supermarket experiences²

Which two of the following aspects of service are most important in each of the following situations?

	Public services	Supermarket
Quality of advice/knowledge of staff	64%	34%
Respect and professionalism	39%	13%
Speed of service	30%	60%
Friendliness of service	30%	60%

I like to make choices myself
50% of the public

I like to have experts make choices for me
31% of the public

13% of the public

2% of the public

3% of the public

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What do people get?

Surveys indicate that a high proportion of patients and parents want to be treated as partners and want to do more for themselves

90%+ patients interested in being more active self carers¹

50% patients said 'not often' encouraged by professionals to do self care¹

33% patients said they had never been encouraged by professionals to do self care¹

43% said the NHS could do more to support self care¹

65% of parents would like to be more involved in their child's school life²

People often find themselves less involved in services than they would like
Proportion of patients feeling uninvolved in decisions¹ (%)

Service Area	Proportion of patients feeling uninvolved (%)
Primary Care 2008	30
Inpatient 2008	45
Mental Health 2008	55
Stroke 2004	50
Emergency 2004	35
Outpatients 2004	30
CHC	40

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Group Discussion

How relevant could co-production be to your councils' situation?

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Delivering Outcomes - Co-production with Service Users & Communities

Implications of Co-Production

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Who are the co-producers?

- Research shows benefits of co-producing with groups (user groups & communities) as well as individual service users
- Who speaks for the service user – the user, family, friends, fellow users, neighbours?
- Who speaks for the community – tenant/resident associations, voluntary groups, community councils?
- Who tells people what they can have?
- Who decides what people want?
- Relationships between the co-producers are key



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Co-production needs negotiation

- Between users, commissioners & providers
- Are commissioners co-producers?
- Who negotiates on behalf of citizens?
- Citizens may need – or need to be - advocates
- Citizens should better understand nature, cost, constraints of services
- Paid providers should better understand circumstances, needs & capabilities of citizens



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Negotiation needs capacity building

- Current ability to co-produce is unequally distributed
- If we want people to invest their knowledge, time, etc then we must invest in their ability to do so
- Empowering service users & community groups (how?)
- And we must invest in our own ability to work with them
- Empowering our staff, managers & partners (how?)
- Public service leadership needs to learn to co-produce (risk; accountability; budget management, etc)



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Benefits	Risks
People contribute own resources	People with most resources may get most benefit People with least resources may not be able to co-produce
People have more control of resources	Challenges traditional cost control – and audit
People and public services work together	Challenges governance Challenges performance management – and scrutiny / regulation Makes partnership working more

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Where could it work?

Where people can provide knowledge, skills, time, activity:


1. Education: Supporting parents & children to co-produce learning
2. Health: taking ownership & more control of own outcomes
3. Long Term Care: personalising budgets/self direction – a good life
4. Economic Development and Opportunity: enabling & supporting
5. Sustainability: enabling positive household & consumer choices



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Who holds the budget?


- Citizen as budget holder – needs knowledge, or advocacy – & single point of public service contact?
- Professional as budget holder – integrating contributions of (e.g.) offender management, employment services, housing support, drug & alcohol services
- Council as budget holder - on behalf of all public service providers?



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Co-production & Outcomes - what is the role of the elected member?

- To help people express what they want
- To help people express what they should want
- To help people to own & deliver their own outcomes
- To raise people's expectations of a better life
- To manage people's expectations in light of budgets



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Co-production: Transforming Services


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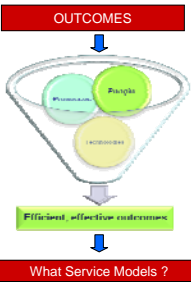

Outcomes & Business Transformation

- Financial pressures & demographic change will generate strains on delivery models
- Short term issues due to recession – education; social work; leisure; community safety....
- Longer term – what are our outcomes; do we have the right delivery models for moving forward?



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What is Business Transformation?


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This Means

- Working back from outcomes – are policy commitments desirable against outcomes we want to achieve ?
 - Personal care
 - Children's outcomes
 - Health Improvement
 - Local Environment

BUT

- Balancing outcomes & efficiency
- Rethinking delivery models
- Behaviour change



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The Reform Spectrum

Improve Existing Arrangements Core Vs Non Core Sector Reform Co-production

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The Reform Spectrum

- Improving existing arrangements :
 - hard targeting & early intervention
 - lean & process reengineering
 - clearer rationing & triage
 - income maximisation
 - flexible working
- Core Vs Non Core:
 - legislative based services?
 - identification & assessment of need
 - services core to outcomes
 - in house delivery → commissioning

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The Reform Spectrum

- Sector Reform
 - shared services – frontline and backroom
 - partnerships – aggregation vs integration
- Co-production/outcome focus:
 - personalised services
 - direct payments/ vouchers
 - 'market' stimulation & **regulation**

Combinations of above

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Points

- Models not exclusive: potentially sequence of reform (political costs & benefits)
- Different models for different services/ outcomes
- All models can be overwhelmed by demand - meeting current demands while building new services
- Enhancing income/limiting expenditure & drawing in personal/family/ community resources
- Outcomes need factored in: direct & indirect feedback effects

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Transforming Services

- Establish clear direction of travel: models; rationale & implications (customers & workforce)
- Create the operating environment for officials
- Detailed business redesign/improvement plans: outcomes; resources; timescales & supports
- Sequence & phase to get "buy in" & to fit capacity

But: growth culture; statutory frameworks; public expectations; staff skills and capacities; electoral pressures

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The Leadership Challenges


- Prioritisation within & between outcomes
- Driving transformation around outcomes
- Maintaining support – party group/ other members/ partners/ officers/ public/ TU's...
- Developing strategic policy direction – overall framework for council / CPP
- Governance – ensuring policies & priorities are met in practice

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End Points


- Finance & demand is putting unsustainable pressure on service models
- A focus on outcomes means a focus on co-production
- Co-production will challenge existing service models; cultures; skills....
- Co-production requires 'investment' & leadership



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Co-production of Outcomes - what is the role of the elected member?


- To ensure delivery of services?
 - by managing services?
 - by commissioning services?
- To ensure delivery of outcomes?
 - challenging current service arrangements?



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Co-production & Outcomes - what is the role of the elected member?

- To help people express what they want?
- To help people express what they should want?
- To help people to own & deliver their own outcomes?
- To raise people's expectations of a better life?
- To manage people's expectations in light of budgets?



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Group Discussion

What is the role of the elected member
in the co-production of outcomes?

