

MANCHESTER CITY COUNCIL

REPORT FOR INFORMATION

COMMITTEE: RESOURCES AND GOVERNANCE OVERVIEW AND SCRUTINY

COMMITTEE

DATE: 21 May 2009

SUBJECT: LOCAL AREA AGREEMENT COMMISSIONING

FROM: DEPUTY CHIEF EXECUTIVE – PERFORMANCE

PURPOSE OF REPORT

To report on progress on the development of the Manchester Model for Commissioning made since Sept 2008 when this was last reported to this committee. The Manchester Model of effective commissioning supports achievement of Local Area Agreement targets and thus delivery of key elements of the community strategy.

RECOMMENDATIONS

To note the progress made to develop the model and the potential impact on supporting a more effective and innovative approach to service delivery across the Manchester Partnership.

FINANCIAL CONSEQUENCES FOR REVENUE BUDGET

None highlighted at present

FINANCIAL CONSEQUENCES FOR CAPITAL BUDGET

None highlighted at present

WARDS AFFECTED

All

CONTACT OFFICERS

Carole Pattison, Interim Assistant Chief Executive (Performance)

BACKGROUND DOCUMENT

Manchester's Local Area Agreement

1. Background:

- 1.1 A report of the Director of Adult Social Care was submitted to this Committee on the 4th September 2008 informing members of the work that was being undertaken to develop a Manchester Model of effective commissioning to support achievement of Local Area Agreement targets and thus delivery of key elements of the community strategy.
- 1.2 The Committee was informed that as part of the drive towards better partnership delivery of the Local Area Agreement a more effective and innovative commissioning process needed to be put in place which would bring benefits to partners, suppliers of services and customers. The Committee was informed that the work was being taken forward as a multi-agency project led by the Director and that the first joint strategic needs assessment for Manchester had already been undertaken to provide a solid foundation on which to base health and social care commissioning.
- 1.3 The Committee recognised that commissioning was an important tool to support delivery of the Local Area Agreement, to support best use of resources and that it was mainstream activity for a number of Council departments and NHS Manchester. Whilst each had its own approach, there were some common aspects of the process applicable to all and the project underway would enable a Manchester Model and a commissioning compendium to be designed to enable commissioners to apply the best practice to achieve better outcomes and to identify how to improve the use of resources.

2. Introduction:

- 2.1 Commissioning takes place in a complex environment, with different approaches and levels of skill and understanding existing across departments and agencies. This LAA workstream has been designed to answer the question of how to use commissioning with partners to improve the desired outcomes of the Community Strategy by more effective use of our combined resources.
- 2.2. The work has articulated the common set of principles which underpin the five main commissioning models: Children's Services as directed by DCSF; World Class Commissioning by NHS Manchester; Commissioning from the 3rd

sector, Mainstream Adults commissioning using the Audit Commission model, and commissioning for personalisation in Social Care. This is the basis of the Manchester Model, which has been designed, adapted and developed by all partners.

- 2.3 A practical approach to applying the Manchester Model consistently through the Strategic Partnership Boards has been adopted, enabling them to consider **all** agencies resources in a joint commissioning framework as well as guidance for all commissioners. A commissioning compendium sets out the alignment between the model and the single agency models.
- 2.4 The Comprehensive Area Assessment requires us to produce evidence of commissioning as part of the assessment of our Use of Resources. The Manchester Model and examples of commissioning provide important evidence for this key line of enquiry.
- 2.5 The LAA commissioning workstream has reached a key milestone. The Manchester Model is ready to be applied and the approach to implementation tested out. Timing is critical as the Manchester Model needs to be used in line with business and planning cycles in order to influence resource allocation for the next financial year.

3. Progress Update

- 3.1 A Strategic Commissioning Group has been established to provide leadership for the implementation of the Manchester Model. This continues the work of the commissioning steering group which developed the Manchester Model and includes the following members:

Geoff Little, Carol Culley, Ian Brown, Carole Pattison,

LSP Convenors: David Regan, Maureen Noble, Sara Todd, Graham Mellors,

Lead Commissioners: Fionnuala Stringer, Laureen Donnan, Paul Beardmore, Debbie Nixon, Sally Bradley, Nathan Atkinson,

Voluntary Sector: Mike Wild

User representative: Lorraine Gradwell.

- 3.2 The first meeting of the group was a workshop designed to promote a shared understanding of the approach and plan the next steps. The following areas were covered:
 - The Manchester commissioning model and practical implications
 - Thematic Partnership Commissioning Framework.
 - CAA key lines of enquiry headline messages and baseline
 - The role of the group going forward

- Action planning and next steps
- 3.3 The meeting enabled the work on commissioning to move on and provide important support to gathering evidence and producing a narrative for the CAA commissioning element.
- 3.4 The work undertaken up to the workshop, whilst still in development and in need of some refinement, provided a strong foundation to develop Joint Commissioning in Manchester. It has been suggested that the focus of future work should encompass:
- Development of the structures to implement the model through the strategic commissioning group.
 - Greater alignment of competencies of World Class Commissioning and application of the model, linking in to work being led by NHS North West and the North West Joint Improvement Programme.
 - Clarification of the role of members in the commissioning process.
- 3.5 Furthermore the workshop agreed and approved the Manchester Model of Commissioning and agreed that guidance on commissioning and a commissioning compendium should be produced to support commissioning across the Manchester partnership and within the council itself. The final Manchester Model documentation is attached as an appendix.
- 3.6 The Strategic Commissioning Group has now been established to take forward this work and the Group includes :
- Members of the original Steering group
Thematic partnership leads
Procurement representatives
Service and performance representatives
- 3.7 The Strategic Commissioning Group will support commissioning in general, and specifically across the thematic partnerships to develop commissioning plans to support achievement of suitable LAA targets.
- 3.8 There will also be focussed commissioning where the Manchester model will be applied in key areas such as Mental Health, worklessness, and domestic abuse.
- 3.9 The Group has met to agree its Terms of Reference, attached as an appendix to this report, and to agree the key outcomes it wished to achieve. These outcomes, or what will be different, should be:

- A more skilled workforce.
- Engagement with the public to:
 - give confidence in our business processes.
 - demonstrate that commissioning works.
 - develop quality services that provide for identified needs and allow users to get involved and influence those services.
- Providers that understand how to manage relationships with their users/customers/wider public.
- Providers that have the information that they need to develop and run quality services.
- A stakeholder map.
- A procurement process that supports quality commissioning.
- Joint commissioning across partnerships and within partner organisations.
- A common understanding of the need to and how to develop markets.
- A process, collectively agreed, that identifies where we are strong, where we are weak and where we need to improve.

4. Role of Members

4.1 The role of Members in Strategic Commissioning was also considered at this first meeting of the Strategic Commissioning Group.

4.2 The meeting determined that the Strategic Commissioning Group needed to:

- Increase the understanding of commissioning on the part of members.
- Involve Councillor Priest as the Executive Champion for Commissioning and involve other members when the work has progressed a bit further.
- Consider at a later date the role of Scrutiny.

4.3 Furthermore, it was recognised that Elected Members and Ward Councillors are involved in commissioning through the budget and priority setting process and maintain the leadership role for the City. Elected members may also participate in the following forums:-

- Thematic Partnerships
- LAA Performance and Resources Group

- Executive Committee
- Overview and Scrutiny Committee

4.4 The Ward Councillors are also involved in the business planning process through ward co-ordination groups. The priorities and concerns raised through this process, along with any other performance information arising from the business planning process, will feed into the needs analysis produced for the thematic partnerships.

4.5 Executive Members may also be involved at the operational commissioning level, potentially in developing outcomes and agreeing service specifications.

5. Conclusion

5.1 The Strategic Commissioning Group will now work to embed a commissioning culture across both the City Council and the Manchester Partnership. It's first priority will be to align both the Business Planning and Commissioning frameworks and to review the commissioning elements of thematic partnership draft action plans.

Recommendations:

5.2 That the Committee note the progress made to develop strategic and joint commissioning within the Manchester Partnership as well as Manchester City Council.

APPENDIX

TERMS OF REFERENCE

- An enabling and facilitating group to challenge and support strategic commissioners, providing peer review.
- Extol best practice across thematic partnerships and agencies.
- Seek out duplication, tensions between strategies, to streamline and resolve.
- Provide oversight of the CAA KLOE immediately and in the longer term set expectations of becoming excellent at Commissioning.
- Ensure that Commissioning improvement is in line with the Manchester model, work through each stage together and undertake work to improve at every stage of the cycle.
- Establish baselines against which to measure improvement.
- Include other commissioners/partners.
- To be Task and Finish Group meeting approximately six times, six weekly over the remainder of the year.