

Open Report on behalf of James Drury, Executive Director - Commercial

Report to:	Executive
Date:	06 July 2021
Subject:	One Council Commissioning Framework
Decision Reference:	I022263
Key decision?	No

Summary:

The Council has an opportunity to set out its ambition for commissioning, enabling us to fulfil the expectations of our communities through delivering to our Corporate Plan.

Our One Council Commissioning Framework outlines our definition of commissioning and our vision, aim and principles.

It was presented to the Executive on 7 April 2021 when Executive Councillors raised some points and asked for further work to be done and the report to be presented back to the new Executive for further consideration.

As a result changes have been made to the One Council Commissioning Framework which are set out in red in Appendix A.

Recommendation(s):

That the Executive approves the One Council Commissioning Framework in Appendix A.

Alternatives Considered:

Retain the existing approach to commissioning with no change.

The advantages would be:

- It is reasonably well understood.

The disadvantages would be:

- It denies us the opportunity to add to and improve our approach.
- It prevents us from more closely reflecting the Corporate Plan in a One Council approach.

Reasons for Recommendation:

The proposed new Commissioning Framework creates a vision and an ambition for Council commissioning closely aligned to the Corporate Plan and puts residents at the centre of what we do. At the same time it retains the key strengths of the current approach and benefits from consideration of the approaches taken by other authorities.

1. Background

- 1.1 In 2020, the Council undertook a piece of work with external consultants, Impower, to review the current commissioning model and overall approach in use across the Council to consider how current commissioning practices could be more effective. This was partially in response to the Peer Review in December 2019 which found that commissioning activity within the Council could be improved by placing it in a 'One Council' corporate context. The Impower work also noted the scope for having a consistent and common ambition for and approach to commissioning.
- 1.2 Currently the Council has a definition of what commissioning is and some principles which underpin it which have not been reviewed for a number of years. There is no commissioning vision or overall objective and it does not reflect the Council's Corporate Plan.
- 1.3 An officer commissioning group was set up with a senior representative from each Directorate. It reviewed the work of other councils who had looked at commissioning recently and found some common themes including:
 - The continued use of the Analyse, Plan, Do, Review model.
 - A focus on outcomes and evidence based decision making.
- 1.4 The Framework at Appendix A retains some of the existing Council approach such as the four stages of commissioning (Analyse, Plan, Do, Review). However the biggest influence has been the Council's Corporate Plan and the proposed new commissioning framework closely mirrors that with an increased emphasis on listening, collaboration and partnership, supporting local business and the environment.
- 1.5 At the Executive on 7 April 2021 points were raised about:
 - no or insufficient reference to cost effectiveness and choice;
 - how the commissioning principles would be applied;
 - what championing Lincolnshire meant;
 - not innovating or using technology for the sake of it.
- 1.6 Further comments were received from the Corporate Leadership team (CLT), in particular the need to work closely with the NHS Lincolnshire Clinical Commissioning Group on health and social care commissioning to develop an integrated care system when opportunities present.

1.7 As a result changes have been made to the proposed Commissioning Framework as set out in Appendix A.

2. Legal Issues

Equality Act 2010

Under section 149 of the Equality Act 2010, the Council must, in the exercise of its functions, have due regard to the need to:

- Eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act.
- Advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it.
- Foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

The relevant protected characteristics are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.

Having due regard to the need to advance equality of opportunity involves having due regard, in particular, to the need to:

- Remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons who share a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.

Having due regard to the need to foster good relations between persons who share a relevant protected characteristic and persons who do not share it involves having due regard, in particular, to the need to tackle prejudice, and promote understanding.

Compliance with the duties in section 149 may involve treating some persons more favourably than others.

The duty cannot be delegated and must be discharged by the decision-maker. To discharge the statutory duty the decision-maker must analyse all the relevant material with the specific statutory obligations in mind. If a risk of adverse impact is identified consideration must be given to measures to avoid that impact as part of the decision making process.

The draft Commissioning Framework sets out the guiding vision and strategic ambitions for commissioning across the Council. It is expected to impact positively on people with a protected characteristic as set out below. No negative impacts on people with protected characteristics have been identified and this will be in part because of the overarching nature of the Framework. It is more likely that these will be identified as a result of specific commissioning activity under the Framework and at that time due regard to the Council's equality duties will be given.

The creation of a new One Council Commissioning Framework, establishing a vision, aim, key principles and defining commissioning in the context of the Corporate Plan will link commissioning more closely to delivery on the key strategic ambitions of the Corporate Plan many of which are aimed at improving outcomes for older people and young people and those with a disability. At the same time under the proposed One Council Commissioning Framework the Council is committed to improving services to service users any of whom may have protected characteristics by:

- Listening more to its residents to better understand needs and aspirations and to shape services accordingly to improve outcomes.
- Maximising independence.
- Increasing integration in the commissioning of services to reduce gaps in services.
- Improving the way we commission services to help make public funding go further in the provision of services.
- 'Buying local' to support and strengthen the county's economy and those people with protected characteristics working in the local economy.

Joint Strategic Needs Analysis (JSNA) and the Joint Health and Wellbeing Strategy (JHWS)

The Council must have regard to the Joint Strategic Needs Assessment (JSNA) and the Joint Health and Wellbeing Strategy (JHWS) in coming to a decision.

The contents of the draft Commissioning Framework have had due regard to both the JSNA and the JHWS and will support delivery of the Corporate Plan which contains ambitions for the health and wellbeing of the Council's area and residents.

Crime and Disorder

Under section 17 of the Crime and Disorder Act 1998, the Council must exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent crime and disorder in its area (including anti-social and other behaviour adversely affecting the local environment), the misuse of drugs, alcohol and other substances in its area and re-offending in its area.

Due regard has been had to crime and disorder matters. The Commissioning Framework will apply across the Council's services including those in the area of public protection which deal with crime and disorder reduction.

3. Conclusion

3.1 The draft new One Council Commissioning Framework in Appendix A outlines our definition of commissioning and our vision, aim and principles. It is closely aligned to the Council's Corporate Plan and puts residents at the centre of what we do whilst seeking to build our locality.

4. Legal Comments

The Council has the power to adopt the proposed Commissioning Framework.

The decision is consistent with the Policy Framework and within the remit of the Executive.

5. Resource Comments

This report outlines our One Council Commissioning Framework and as such does not directly impact on the Council's resources. However the application of the framework will impact on the Council's finances and it is expected that these impacts will occur through our normal budget and spend processes.

6. Consultation

a) Has Local Member Been Consulted?

N/A

b) Has Executive Councillor Been Consulted?

Yes

c) Scrutiny Comments

The decision will be considered by the Overview and Scrutiny Management Board at its meeting on 1 July 2021 and the comments of the Board will be reported to the Executive.

d) Risks and Impact Analysis

The equality impact is referred to above.

There is a risk that the Commissioning Framework is developed and then "put in a drawer". This risk is mitigated by the high level of engagement with and from all

areas of the Council in developing the Framework but it will continue to depend on strong management buy in.

7. Background Papers

The following Background Papers within section 100D of the Local Government Act 1972 were used in the preparation of this Report.

Document title	Where the document can be viewed
Lincolnshire County Council Corporate Plan	Link to Corporate Plan
Lincolnshire County Council Corporate Peer Challenge Feedback Report September 2019	Link to Feedback Report
Report to the Executive - 7 April 2021	https://lincolnshire.moderngov.co.uk/ieListDocuments.aspx?CId=121&MId=5753
Decision by the Executive – 7 April 2021	https://lincolnshire.moderngov.co.uk/ieDecisionDetails.aspx?ID=691

This report was written by Sophie Reeve, Assistant Director - Commercial, who can be contacted on sophie.reeve@lincolnshire.gov.uk.

Lincolnshire County Council One Council Commissioning Framework

What do we mean by Commissioning?

“Commissioning is the process for deciding how to use the total resources available to meet needs and improve outcomes in the most efficient, effective and sustainable way.”

We are a local authority, offering our residents and communities the services they need, operating in a political environment with statutory obligations that we must fulfil, including supporting and safeguarding our most vulnerable residents. Our Corporate Plan demonstrates our ambition for Lincolnshire, the outcomes we aspire to achieve and our One Council approach – working consistently as one team for Lincolnshire. All commissioning takes place within this context.

Commissioning is an important part of what we do and shapes so many of our interactions with our residents and communities. It is the process by which the needs and demand of our residents and communities are analysed, plans are put in place, services are delivered and all outcomes are monitored.

The commissioning process enables the Council to decide how to use the total resources available (including finances, physical assets, data, providers, workforce, community assets and our residents) to meet needs and improve outcomes in the most efficient, effective and sustainable way **which is cost effective and affordable and which makes best use of the scarce public pound in Lincolnshire.**

Public bodies achieve their objectives through a variety of routes, including delivering services themselves, purchasing from external organisations (contracting with our suppliers) or by influencing and working with partners as part of a Lincolnshire-wide approach or by enabling individuals to commission their own services for example through direct payments, or a combination of these. In broad terms this process can be described as ‘commissioning’.

The commissioning cycle is a continuous process that supports the development of new services and their ongoing improvement to meet the needs of service users. Commissioning comprises a range of activities across four key stages:

- **Analyse** – Understanding the type and volume of people's needs, identifying priorities and outcomes that are to be met, using forward-looking projections & modelling based on evidence, intelligence and analysis which provides insight into the consequences (both financial and in population outcomes) of commissioning decisions;
- **Plan** – Reviewing options for delivery based on known and future needs, to select the best way forward, designing and planning services to meet our intended outcomes and manage demand, choosing the best delivery model so that people's needs can be met in the most effective, efficient and sustainable ways;

- **Do** – Securing and implementing the chosen delivery model to achieve the desired outcomes, finding the right partners or suppliers if external provision is appropriate; and
- **Review** – Managing, reviewing and monitoring the service for customer experience, quality and value to evaluate the impact of the intervention and provide evidence informed reports to decision makers on how well needs and outcomes are being met over time and how these may be changing.

Our vision

When we commission services, we will tailor services to the needs of our residents and communities, seeking to maximise independence, build resilience, enhance every individual's strengths **and provide choice where possible (notably in social care)**. We will use an intelligence informed approach which manages demand and maximises Lincolnshire's resources **cost effectively**, through joining up services with partners where appropriate and possible.

Our overarching aim

We will use the Council's purchasing power ethically and fairly to secure social value, promote economic productivity and local business growth, and support community needs and priorities so that people have the opportunity to enjoy life to the full and have high aspirations, whilst protecting the environment for the future.

Our guiding principles

The following principles will be considered during the commissioning process, to guide and inform our decision making. There is no hierarchy, and the principles will need to be balanced against each other on a case by case basis.

- **Resident focused** – We will listen to residents and communities to better understand the needs and aspirations of Lincolnshire's people and to shape services accordingly.
- **Intelligence informed** – All aspects of commissioning will be forward looking and informed by robust evidence, analysis, intelligence, projections and modelling.
- **Working in partnership** – We will make best use of Lincolnshire's resources by co-commissioning and co-producing solutions with our partners, communities and suppliers, where opportunities present **and in particular in relation to health and social care commissioning with the NHS Lincolnshire Clinical Commissioning Group with the emphasis on the development of an integrated care system.**
- **Delivering good value outcomes** – We will commission for sustainable and effective outcomes for Lincolnshire, offering safe, affordable, quality services and good value (*outcomes – the direct results or benefits for individuals, families, groups, communities, organisations, and/or systems*).
- **Championing Lincolnshire** – **Our commissioning will have regard to** building our local economy, local sustainability, local communities and to support our local environment, **providing information so local providers know how to submit responses to opportunities.**
- **Innovate** – We will ~~enhance our services~~ use technology **and innovate** to transform the way we meet customer and community need **when it is beneficial to do so.**

Our commissioning processes will be underpinned by the following principles:

- **Locally driven** – Councillors will be at the heart of shaping and making strategic decisions and ensuring commissioning delivers against the outcomes in our Corporate Plan.
- **Robustness** – Options appraisals will enable informed decision making and consider the best service delivery model from Council delivery in-house through to procuring external suppliers for delivery, **that makes best use of the scarce public pound in Lincolnshire, ensuring cost-effectiveness and affordability.**
- **Performance** – All those delivering services will be held accountable for effective service provision that delivers the required outcomes and meets the needs of our residents and communities.
- **One Council** - the commissioning cycle will be managed consistently across the Council.

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