



# **RETURN TO** **TENDER**

**An evaluation of the  
commissioning of Voluntary  
Sector Services for  
Children, Young People and  
Families in Manchester**

**Commissioned by MACC  
and Manchester City Council**

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## **RETURN TO TENDER**

### **Evaluation of the Commissioning of Voluntary Sector services for Children, Young People and Families**

#### **1 Executive Summary**

This report provides an evaluation of the commissioning of Parenting and Family Support and Youth Services in Manchester in 2008. It aims to provide a shared understanding of the process in Manchester and how it relates to best practice, providing learning for Manchester City Council (MCC) and the voluntary and community sector for the future, in order to help achieve better outcomes for local people.

The evaluation revisited the tender process and reflected on the experience for stakeholders. It began by examining the complex internal and external environment in which the commissioning process sat and pieced together the story of the delivery of commissioning for Parenting and Family Support and Youth Services within Manchester and its impact on the voluntary and community sector (VCS).

Based on desk research, interviews and an online survey the key findings identified a number of key issues:

- Communication
- Analysis and preparation
- Openness and transparency
- Timescale
- Proportionality
- Capacity
- Definition of terms
- Decision making
- Monitoring, Evaluation and Contracts
- VCS involvement

These issues have been examined against the models of commissioning and best practice. Through discussion of the findings it has been clear that there are many areas which can be improved and a number of lessons which can be learnt. The key lessons highlight the importance of:

- timely, accurate and open information
- good governance and structure to oversee the process
- an effective reporting and monitoring system

The report makes recommendations for both MCC and the VCS, which will help to shape improvements for future cycles of commissioning and promoting a thriving third sector.

Whilst this evaluation focuses on commissioning Children's Services, MCC and the VCS, the learning can be equally be applied to all commissioning.

#### **2 Literature review**

This section provides an overview of the commissioning and tendering environment and clarifies terms related to the process. It outlines the wider policy landscape in which the commissioning of voluntary sector services for Children, Young People and Families in Manchester sits and provides an overview of the relevant documentation.

## **2.1 Clarification of terms**

### **2.1.1 Commissioning**

Commissioning refers to the entire cycle of assessing the needs of people in a local area, designing services, and then securing them. It is the process by which local authorities decide how to spend their money to get the best possible services for local people. It involves anticipating future needs and expectations, rather than reacting to present demand.

The most recent definition of commissioning issued by the Institute of Commissioning Professionals and welcomed by NAVCA<sup>1</sup> is:

*“Commissioning means securing the services that most appropriately address the needs and wishes of the individual service user, making use of market intelligence and research, and planning accordingly”.*

### **2.1.2 Models of commissioning**

There are many models of strategic commissioning<sup>2</sup> and most have similar characteristics, in that they describe a cyclical process of activities encompassing population needs assessment, aligning resources to meet needs, developing or purchasing services and monitoring performance. Whilst the frameworks differ slightly in detail, each model reflects the 4 key elements of strategic commissioning, which are sequential and of equal importance - analyse, plan, do, review. These are outlined below:

*Analyse* – understand needs, resources and priorities and agree outcomes

- identify service users current and emerging needs
- involve voluntary organisations in engagement
- understand the market and current performance
- analyse gaps in the effectiveness of existing provision
- agree priority outcomes
- identify resources and risks

*Plan* – map and plan sustainable and diverse services to deliver outcomes

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<sup>1</sup> NAVCA is the national voice of local third sector infrastructure in England.

<sup>2</sup> See <http://www.commissioningsupport.org.uk/the-commissioning-process/commissioning-frameworks/other-frameworks.aspx>

- plan market developments using evidence of what works
- focus the plan on prevention and early intervention
- set priorities for action
- balance need for short term efficiency gains with longer term market development objectives
- de-commission services that do not meet the needs of the population group
- encourage current and potential providers to respond flexibly and creatively to identify needs
- plan service design to secure priority outcomes
- choose a funding approach and basis for determining price
- identify clear service development priorities and targets for their achievement
- develop a clear service specification

*Do* – procure and develop services based on the plan

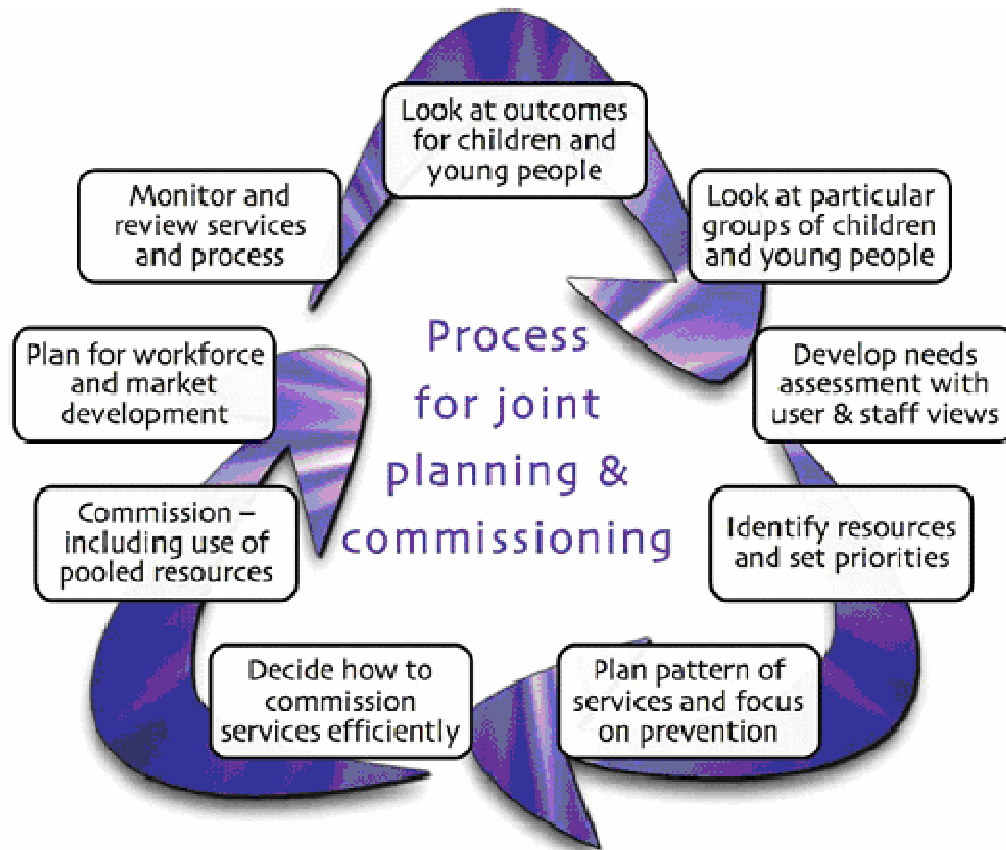
- design procurement to draw in alternative providers to widen options and increase efficiency
- build capacity in the workforce and market
- tender for the identified provisions
- manage relationships effectively post award

*Review* – monitor service delivery of outcomes and take remedial action if necessary

- review and performance manage against goals
- monitor impact
- develop systems to bring together relevant data on finance, activity and outcomes
- evaluation and lessons learnt applied to next cycle.

All four of these stages are equally important and should be transparent. They should contain ongoing consultation and engagement with key stakeholders, including service users and providers.

The Department for Children, Schools and Families (DCSF) joint planning and commissioning framework sets out nine steps that take commissioners through a process designed to secure better outcomes for children, young people and their families. The nine steps provide a more detailed breakdown of the four key commissioning stages – ‘understand, plan, do and review’.



*Department for Children, Schools and Families (DCSF) framework*

### 2.1.3 Procurement

Procurement covers the specific activities within the commissioning cycle that focus on the process of buying services, from the initial advertising through to the final contract arrangements. It encompasses the purchase of goods and/or services by publicly funded bodies at the best possible total price, in the right quantity and quality, at the right time generally via a contract. The functions of procurement are a) ensuring legal compliance; b) purchasing supplies or services; c) entering into contracts. Procurement must be kept separate from Commissioning

Public sector procurement is governed by a number of legal principles and regulations which have the aim of ensuring good practice in public sector contracting. These are:

- the statutory duty on local authorities to ensure contracts they enter into fulfil Best Value criteria.
- European Procurement Law comprising of ‘procurement principles’, which apply generally to all public sector contracts. There are also more specific and procedural ‘procurement rules’, which apply, on a mandatory basis, only to certain types of contracts.

The key principles of public sector buying indicate that tendering processes must adhere to five key EU principles. These are:

- equal treatment
- non-discrimination
- mutual recognition
- proportionality
- transparency

#### 2.1.4 Grants and contracts

A public sector grant involves the provision of subsidy funding in support of a charitable, or other public benefit, service, which the public body wishes to support as part of fulfilling its own public benefit remit. A grant is provided on conditions aimed at ensuring the proper application of the grant funds, but not in return for anything. Grantees define their own services and get funding for delivery.

A public sector contract involves the provision of goods or services, directly in return for payment representing the price of the relevant goods or services. Terms and conditions of a contract regulate the exchange of services for payment.

A grant therefore differs from a contract in that a contract is given for a specified service, whereas as grant has no 'strings'.

#### 2.1.5 Tender documents, guidelines and good practice

The rules relating to the issue of tender documentation ensures that all service providers receive equal treatment when competing for public contracts.

Public Sector Organisation's must make known, in advance of the tender process, the criteria they intend using to choose the successful tenderer(s) for contracts. The criteria should be specific to each contract and may be in terms of lowest price, or the most economically advantageous tender submitted for the contract. The Public Sector Organisation is not allowed to alter pre-published award criteria.

Evaluation criteria must be relevant to determining the candidate's ability to fulfill the requirements of a specific contract, as well as any additions which are expected to result directly from the initial contract.

#### 2.1.6 Principles of good commissioning

Alongside the DCSF framework, 'The Action Plan for third sector involvement' introduces 8 principles underpinning good commissioning involving the VCS. The Eight Principles of Good Commissioning summarised by OTS in 2008 are:

- 1) developing an understanding of the needs of users and other communities by ensuring that, alongside other consultees, third sector organisations are engaged as advocates to access their specialist knowledge;

- 2) consulting potential provider organisations, including those from the third sector and local experts, well in advance of commissioning new services, working with them to set priority outcomes for that service;
- 3) putting outcomes for users at the heart of the strategic planning process;
- 4) mapping the fullest practical range of providers with a view to understanding the contribution they could make to delivering those outcomes;
- 5) considering investing in the capacity of the provider base, particularly those working with hard to reach groups;
- 6) ensuring that contracting processes are transparent and fair, facilitating the involvement of the broadest range of suppliers, including considering sub-contracting and consortia building, where appropriate;
- 7) ensuring long-term contracts and risk sharing, wherever appropriate, as ways of achieving efficiency and effectiveness; and
- 8) seeking feedback from service users, communities and providers in order to review the effectiveness of the commissioning process in meeting local needs.

## **2.2 External environment**

### **2.2.1 Policies and agendas**

There is considerable policy change affecting the VCS and children and young people are a key policy priority. Alongside this is a government drive to involve the VCS in public service delivery. Manchester's commissioning of children and young people and youth services is a response to the changing agenda and wide range of government policies around both young people and voluntary sector agendas.

There is government commitment to, and a recognition of, the potential benefits to greater involvement of third sector in public service design and delivery, as well as a continued drive for service improvement and smarter commissioning, and a broader commitment to promoting a thriving third sector. (White paper – Strong and prosperous communities).

Third sector involvement in the commissioning of public services is increasingly high profile within government policy. Local Area Agreements provide new opportunities for VCS contributions, by identifying local needs, engaging communities, shaping outcomes and delivering services (Do you know your LAA's from your elbow? - 2008).

There continues to be clear policy 'hooks' for *third sector involvement*, not least the National Indicator Set, which now includes two indicators directly referring to the third sector. OTS has a clear remit to '*promoting a thriving third sector*' and this is a national indicator that MCC includes in its Local Area Agreement. A mandatory outcome in the Safer Stronger Communities block is to 'empower local people to have a greater voice and influence over decision making and delivery of services'. The DCSF 3<sup>rd</sup> sector strategy and action plan has a specific policy to *increase third sector provision* to address inequalities and reach out to hard to access groups.

At a national level commissioning is increasingly being used to identify and determine which services are required and how they will be delivered. Commissioners are seeking to collaborate in the design of services to achieve the best outcomes and benefits for service users. This has created a broader role for VCS organisations acting as service providers, but also as vehicles for reflecting the needs of service users.

### 2.2.2 Compact

The Compact is a voluntary agreement between the government and the third sector in England. It recognises shared values, principles and commitments and sets out guidelines for how both parties should work together to ensure that better outcomes are delivered for local people.

The Manchester Compact aims to underline the positive relationship between the city council and the broad range of independent voluntary and community organisations active in the city, and sets out the way they intend to build upon the mutual trust and cooperation that already exists.

There are a number of shared principles which the Compact promotes, which are that:

- all are working together for the benefit of Manchester residents
- voluntary action is a response to community need and lies at the heart of a healthy society
- voluntary and community groups make a valuable contribution to the social, economic and environmental well being of our city
- Manchester City Council has a duty to balance policy, service, and budgetary priorities in a way that meets the needs of all Manchester residents.

The Compact also calls for dialogue in every stage of the commissioning process, and for reasonable and proportionate monitoring arrangements to be agreed.

### 2.2.3 The Compact Code of Good Practice on Funding and Procurement

Financial relationships between the public sector and third sector organisations are governed by both Procurement Law and the principles of the Compact. The Compact Codes of Good Practice cover 5 key policy areas. The Compact Code of Good Practice on Funding and Procurement and the Compact Commissioning Guidance ensures that financial relationships between public and third sector organisations are constructed in such a way that allows outcomes to be maximised. It identifies key principles and specific, detailed undertakings for both sectors to implement that underpin the financial relationship between public sector and third sector organisations. These include:

- simplicity and proportionality – the processes should be as simple as possible and in proportion to the amount of money involved
- consistency and co-ordination – funders should endeavour to join-up or standardise parts of the funding or procurement chain to minimise burdens on organisations and ensure a focus on delivery

- timeliness – an appropriate time length should be allowed time for planning, assessing needs, allowing effective consortia to be formed, decision making and action, so they have real effect. Payments should be made in advance or on time and early notification of funding opportunities should be provided
- transparency and accountability – allowing informed decisions about spending priorities to be made and for both funders and the sector to learn from previous work
- discussion and dialogue – to help build trust, manage expectations and identify and overcome problems before they impact on the delivery of outcomes
- ensuring appropriate risk – grants and contracts should seek to ensure that risks are discussed up front and responsibility placed with the organisation best able to manage them
- a commitment to longer term funding.

#### 2.2.4 Wider agendas and policies

It should be noted that this commissioning process sits within a plethora of wider agendas and policies and builds on Every Child Matters, Change for Children, the vision of Healthy Lives, Brighter Futures and the agenda of The Children's Plan.

There is also a wealth of recent documentation which continues to inform and shape the landscape, including Department of Health's commissioning for personalisation, outcomes funding, good practice guide to commissioning Connexions and the revised Compact. (see bibliography)

### **2.3 Review of internal process**

The process began as early as 2007, when Pauline Newman produced the Children's Board External Funding report, which reviewed the state of funding. She scoped the problem and identified the current provision of recontracting on a yearly basis as not fit for purpose. This led to a number of recommendations for change, including changes in the system of letting the estimated £8m contracts, to a consolidated single process.

This took place against a backdrop of the emerging local and national agendas outlined in section 2. Alongside this was the knowledge that the Children's Fund stream was coming to an end, and also changes in the way Connexions and the Youth Service funding would be delivered. During this period the experienced Children's Fund Team was disbanded and a new team was established, however there was limited knowledge transfer.

MCC made the decision to move to an integrated model for Children and Young Peoples Services, therefore realigning funding for 2 years from 2009 to 2011, from Area Based Grants and mainstream budgets to commissioning. This involved the division of the pooled Connexions and PAYP pot which funded Youth Service projects.

An exercise to identify all MCC funded projects was initiated in October 2007 and a strategy was developed to consolidate these and move forward to a commissioned delivery for Children's Services, Emotional Health and Well-being, Youth Services and Substance Misuse. This led to a recontracting and decommissioning process in 2007/08, to be followed by a fuller commissioning cycle in 2008/09.

Existing streams of work were listed and guaranteed for 12 months with an instruction that commissioning would begin to take place for 2008/09, delivered by a new team within MCC. However, delays took place and MCC reverted to the Children's Fund and recontracted for one year to 31<sup>st</sup> March 2009.

Alongside this was a move toward district panels with a view to more localised commissioning and control of area based funding. The district panels were established and had representation from a range of areas within the locality eg health, education and the VCS. However, by the time the panels were fully convened it became clear they would have no decision making power or funds to distribute.

Prior to the start of the commissioning process discussions took place with representatives of the VCS and a number of recommendations were made. MACC spent time during this stage on a variety of fora and consulted with the wider sector, collating their input and presenting it to MCC. However 88% of those who offered feedback to MCC through a range of consultation methods did not know how the information they gave was used.

Only one recommendation was taken on board by MCC at this stage. This was the need to have completed the tender process by December 2008, in order to enable VCS organisations to legally manage any redundancy processes and employment contracts by March 2009. As MCC also needed to give 3 months notice of the tender process, the new commissioning process was therefore initiated in September 2008 to meet this requirement and the perceived fixed deadline from the VCS in relation to redundancy notices.

The tender documentation was made available on the MCC website and cascaded through MACC. The Parenting and Family Support (PFS) tender was launched on 24<sup>th</sup> October 2008 and Youth Services on 11<sup>th</sup> November 2008. Initially both with a closing date which was extended by one week to 24<sup>th</sup> November 2008. This had to be extended again to 1<sup>st</sup> December 2008 for Youth Service, due to the delayed release of documentation.

At some stage between the development of the commissioning process both Emotional Health and Well-being and Substance Misuse left the 'table', as did the desire for district panels to disimburse the budget for these programme streams. The Youth Service tender specification also contained areas of services-infrastructure support that were not actually commissioned in the end.

The timeline (Appendix 1) outlines the tight timescale in which the actual process was finally implemented.

### **3 Discussion about the project methodology**

The overall aim of the evaluation was to examine how the commissioning process worked from both the VCS and MCC perspectives. The research undertaken therefore explored the commissioning process and perceptions from those viewpoints.

The project methodology followed three strands; desktop research, face to face interviews and an online survey.

### **3.1 Desktop research**

Desktop research consisted of an investigation of local and national publications and both internal and external documentation. This included:

#### **3.1.1. External documentation**

- commissioning frameworks
- commissioning and procurement guidance
- papers from national bodies on best practice
- NCVO, NACVA, NHS/DoH, DCFS reports
- current and emerging government policies and agendas on the VCS, best value and children's services
- models for children young people
- local and national compacts
- Manchester Improvement Programme principles

#### **3.1.2 Internal documentation**

This consisted of a review of documents collected throughout the process primarily by MACC and VYM. These included email exchanges, minutes and notes of meetings from a variety of fora including the Child and Family Support Forum (CFSF), VCS Investment sub group and reports to the Children's Board. Also reviewed were notes and tables compiled by MACC documenting questions and concerns from VCS stakeholders during the whole process and where given, responses from MCC. Additionally tender documentation for both Parenting and Family Support and Youth Service strands were mapped to the guidelines provided alongside contracts, terms and conditions.

### **3.2 Qualitative research interviews**

Semi structured interviews were used to gather views from a range of stakeholders from both the VCS and MCC. Contacts were provided by MACC, consisting of successful, unsuccessful and non applicants who expressed an interest in the tenders. All contacts were invited to take part and final interviewees included:

- 3 successful bidders
- 2 unsuccessful bidders
- 1 non applicant (by email)
- 3 from MCC commissioning
- 1 from MCC procurement
- representatives from MACC and VYM

Participants were asked to recount their experiences of the process and all were invited to express their views. The dialogue of approximately 1-2hrs explored perceptions and issues in more depth. Views have been presented anonymously to preserve the positive relationships which have been developed and continue to be maintained.

### **3.3 Online survey**

A survey was compiled which was informed by initial research, including the commissioning frameworks and best practice guidance. It gave stakeholders the opportunity to feed in their responses and perceptions of the commissioning and tendering process (Appendix 2).

The survey was launched on 15th October 2009 and was live for a month in line with good consultation practice. It was accessible on the MACC website and cascaded through the Child and Family Support Forum email bulletin and the VYM email bulletin which together reach approximately 250 contacts.

Invitations to participate were also cascaded to the VCS through the CN4M weekly email bulletin, GMCVO and GIO website. Prompts were sent to encourage participation via the CFSF email bulletin.

23 organisations responded, providing representation from a range of VCS organisations, 95% of which were registered charities. Although a third were less than 10 years old, a further 56% were from well established charities between 10-60 years old and 13% up to 150 years old. 86% have had contractual relationships with MCC in the past and respondents have been working with MCC from 4 months to over 30 years. The responding organisations varied in size from smaller (£10k income) to medium sized, 32% had an annual income of £100-250k and larger (23% income £250-500k). Respondents were based across Manchester's 6 wards and mainly delivered services within the MCC area (41%). Of those respondents who submitted bids almost equal amounts were successful (56%) and (44%) unsuccessful. (Appendix 3).

### **3.4 Exclusions**

Due to the wide scope and volume of information and the time constraints, the evaluation was limited and excluded the following:

- examination of individual contracts
- Emotional Health and Well-being and other commissioning processes
- commissioning and tendering for Children and Young People and Youth Services outside Manchester
- examination of the effects of the process on service user's
- interviews with direct service users
- tendering by MCC for other services.

## **4 Overall analysis and discussion of findings**

Based on desk research, interviews and online survey the following section outlines the key findings. The whole process has generated a mass of information and data. In order not to become paralysed by the sheer volume, I have endeavoured to summarise the key issues, rather than focus on the minute detail, in order to draw out the key lessons and identify practical ways to improve in the future.

## 4.1 Key findings

### a. Communication

There were a number of different communication issues throughout the process, both internally and externally.

- There was a will during the process in the spirit of the Compact to engage, inform and consult, however there were several 'red herrings' and 'blind alleys', including the focus on district panels. This diluted the impact and effectiveness of the efforts made to work in accordance with Compact principles, which encourages discussion and dialogue at all stages.
- Although there was a desire to keep the VCS sector informed, because there was drift in the process, timescale and procedures the meetings and consultations became a frustrating waste of VCS time, which led to loss of confidence and disengagement.
- It was difficult for the VCS to access a contact point in MCC. Named leads for Parenting and Family Support were provided by MCC, however they were unavailable or incorrect. However, 70% of respondents indicated this was not the case for Youth Services, where there was no named contact.
- Likewise no details of MCC reporting structures, internally or externally were available and areas of responsibility were unclear within the two areas (PFS and YS) and across commissioners and procurement. This led to VCS being 'passed from pillar to post'.

*"For the most part, although information IS there, it is not well communicated by MCC... and officers have no understanding of the voluntary sector".*

- Perhaps due to a lack of ownership within MCC, or no assigned senior decision maker, what is clear from the interviews is that no-one within MCC was quite sure who made which decisions. From outside this was borne out in the frustration the VCS felt, particularly in finding the precious time they had spent engaging with the process.

*"it was like 'banging your head on a brick wall'..*

- There was misinformation and misinterpretation of commissioning and procurement rules and officers within the commissioning and procurement teams seemed to struggle to know who was responsible for what and would sometimes leave those engaged in the process wondering how well the MCC departments understood each other's roles.
- The lack of structure internally meant that rather than an integrated process, commissioners did the 'upfront' work and then passed this over to procurement. Again is it unclear whether there was a lack of understanding from procurement or a lack of clear instruction from the commissioners, which led to later issues

- On a more practical issue, there was a lack of accessibility to supporting documentation cited within the tender, which was exacerbated by IT issues within MCC which coincided with the launch.
- The documentation for both streams was awash with inaccuracies, contradictions, typographical errors, copy and paste errors and lack of clarity. Overall, the specifications were confusing and the application form did not match the specification.

<b>Answer Options</b>	<b>PFS</b>	<b>YS</b>
Documentation was in plain English	80% Y	40% Y
The service requirements were clearly explained	60% Y	30% Y
The application form was clear and easy to complete	56% N	80% N

- Despite the Youth Service paperwork being released 2 weeks after the Parenting and Family Support information, and issues being raised with MCC, no learning was taken on board and no amendments were made. This led to the Youth Service paperwork being considered less clear, although neither was perceived as easy to complete.
- There seemed to be a lot of questions posted by the VCS and very few clear answers, both prior to the official procurement process and post launch. eg detailed questions regarding scoring and evaluation met with careful legal answers. Responses included:

*“bids will be evaluated as indicated in the tender documents on a pro rata basis”.*

*“bids will be assessed on their individual merits”.*

*“the reply was unhelpful as it simply said to put in for whatever we thought was appropriate”.*

The VCS felt frustration in the slow and ambiguous responses from procurement. However, procurements’ lack of flexibility was aimed at delivering fairness to all bidders and ensuring there were no legal implications.

- This frustration was also reflected by commissioners, who were advised by procurement not to speak directly with the VCS and were therefore involved in an unnecessary chain of passing questions back and forth for response, adding to the time lapse.
- From both sides of the process there was a feeling that procurement applied an approach which was unduly bureaucratic and reflected a rules based culture of:

*“computer says no”.*

This did not meet the needs of the cohort, or reflect the desired new culture which aimed to promote good cross-sectoral relations and effective working with the VCS.

- A clearly stated set of service standards for turnaround of queries, paperwork and feedback by MCC would provide security, confidence and a customer focus in all transactions. However, if there is no mechanism for recourse should service standards are not met, then these are meaningless.
- Procurement lacked involvement in the analysis and planning stages of the process and were only brought in to apply the legal veneer to the final paperwork. To exacerbate this city Solicitors only entered the process at the contract stage.
- At the back end of the tendering process some bidders have not had the kind of constructive feedback they requested. Commissioners had made attempts to make letters less bureaucratic, providing their own wording to better reflect partnership working, but again the legal overview of procurement had diluted the effect of this. Overall, the letter did not meet the best practice minimum requirements, with none outlining the scores of the applicant or successful bidder.

#### b. Analysis and preparation

Evidence suggests there was an intent to follow the commissioning frameworks, as there was a focus on prevention and a move towards outcomes which was clearly indicated in both areas. However the decision on how to commission effectively was inadequate as:

- The needs analysis which was undertaken was based on flawed and incomplete data and had limited involvement from the VCS and service users.

*“we did not have full information on all districts”.*

*“data was not up to speed with requests”.*

- The resource identification was based on a redistribution of the existing pot, with no pooling of funds internally and no identification of other funding which could be matched to enhance the process.
- Clarity of the priorities was vague, with the service specification leaving the bidder in the dark as to expectations and requirements. Because of this bidders found it difficult to prove their service met the (lack of) priorities and desired outcomes
- The selection of the appropriate funding method did not meet local need and became ‘a mish-mash’. This leaves the unanswered question – “Was this competitive procurement for the VCS only or a grant process?”

#### c. Openness and transparency

The overwhelming perception of the process from the VCS was that it was not fair and transparent, despite MCC attempting to provide upfront information to keep the VCS informed and outlining the criteria and scoring framework within the tender documents.

- There was a feeling of bias towards statutory providers as Emotional Health and Well-being and Substance Misuse were not integrated into this process. They

did not go out to tender, despite VCS providers being informed they were part of the process. This caused the VCS particular problems when they had planned accordingly.

- Because the smaller VCS organisations felt they lacked capacity to engage in the process, there was a feeling that there was an advantage to larger VCS organisations, better connected VCS providers and those at table in the know.

*“It feels as if the big players have all the advantages, there is far too much paper work charities have to put a lot of time and effort in for no return”*

- Despite the decision making process being described within the tender documents, there were no responses to the practicalities of using the method described and it was evident that it would be impossible to apply this in assessing the range of bids. The fairness of comparing ‘apples and pears’ was therefore questionable.
- Whilst a scoring process took place there were some questions raised (from all sectors) about whether the application evaluation process was followed exactly as stated. There were specific concerns around the youth commissioning process and about how subsequent judgements were made on funding unsuccessful bids.
- Particular concerns were raised about the decision making panels. Nobody knows for sure who was on either the Parenting and Family Support nor Youth Service panels. Certainly the promised involvement of the VCS, either as full participant or observer did not materialise.
- The small grant pot which emerged and disappeared, was never openly advertised as part of the bid. However, this could be perceived as a flexible response by MCC to identified infrastructure needs and an innovative approach to market development by meeting the needs of smaller VCS groups who felt excluded by the process.

#### d. Timescales

Whilst there was good intent from MCC to meet the needs of the sector to ensure employment contracts were met, by delivering a process prior to January 2009, because of slippage the window to deliver the tendering and decision making became squeezed. This had a detrimental impact both on the VCS’s ability to prepare and submit quality bids and MCC to deliver a robust decision making process. (It is unclear why at this stage MCC did not revert to recontracting).

MACC organised support and workshops, however there were a number of issues:

- delays in launching the tender documentation meant that groups were not able to make effective use of the support offered.
- 21% of respondents were not aware that help and support was available to complete the tender documentation.
- there was an expectation by MCC that MACC would deliver these sessions within their existing infrastructure support contract, despite no extra capacity or funding to develop resources.

The short timescale from the release of tender documents to deadlines for submission put undue pressure on community based voluntary groups to deliver a viable bid.

*“left ten working days for organisations to prepare, consult Management Committees to gain the agreement of those legally responsible for the projects in their roles as Trustees and Directors and submit the tender”.*

It is still unclear what the length of these contracts are. Discussions are ongoing in relation to contract length, although official procurement correspondence from MCC to suppliers in response to questions re PFS stated:

*“the contract period is for 2 years with the option to extend for up to an additional year”*

which might indicate a desire for a three year provision!

#### e. Proportionality

The overall feeling of the VCS was that the process was unduly bureaucratic and particularly that they were being used as a testing ground for the new process, rather than their statutory peers.

*“We had to provide an enormous amount of detail and fill in a complex form for a small amount of money”.*

The documentation used was not specifically tailored to meet VCS requirements, which is correct in terms of fairness and not advantaging the sector. However, it was neither appropriate to meet the need of an outcomes focussed brief or contract size. Many interviewees reflected that it was more appropriate for ‘a Tesco road building contract’. Certainly the paperwork was inconsistent and the requirements were excessive, eg requests for 2 CD copies of bids and high levels of insurances.

*“The form itself put off both ourselves and, we are aware, many other organisations from applying”.*

A PQQ lite was suggested and agreed in September 2008 to allow organisations to develop capacity and for MCC to prepare the market.

However, this was never actioned. Had this been sent out in advance it could have smoothed the process and reduced the pressure on some groups in terms of time for preparation.

Again it seemed the contracts being used were the 'bridge building, large scale Tesco style' documents which were not fit for use. A clauses database was also suggested by the VCS and agreed in principle in October 2008 to simplify the paperwork in relation to contracts. However, again this was not taken forward.

#### f. Capacity

Because the VCS work with volunteers and have limited resources, any staff time spent on attending meetings, responding to consultations, filling in paperwork and providing additional monitoring information has an impact on service delivery.

*“..unacceptable pressure on volunteers, members of the community, who manage our voluntary groups, in trying to convene such important meetings at very short notice to members”.*

In order to maximise the use of resources and staff it is crucial that timescales are clear and not fluid, so planning and time management can be maximised. The delivery of the commissioning process was badly timed, with the consultation period taking place over the summer break, when many staff were away and the feedback period on results coinciding with the Christmas break.

*“There was not enough time given to complete the form which I had to do in my annual leave”.*

Capacity within MCC was also stretched, with the closure of the Children's Fund leading to staff changes and a loss of knowledge. Perhaps because of this, the dialogue between commissioners and procurement was also very disjointed, which led to a lack of ownership within MCC.

#### g. Definition of Terms

There was a desire to inform the VCS about the outcomes approach and MCC provided some useful and welcome workshops to prepare organisations for the forthcoming process. However, internally both procurement and commissioners were less well prepared in their understanding and this led to further confusion in the application of terms applied within the documentation, eg management costs, management fees and full cost recovery became confused.

Additionally, the explanation and application of the terms outputs, outcomes and objectives were also somewhat blurred. There was not a consistent approach with definitions nationally, which led to a feeling that the commissioners did not actually understand.

*“The language on the form was confused with the interpretations of jargon clearly incorrect. The terms outcomes, outputs and performance targets were all thrown in instead of one clear question on what results would be produced”.*

#### h. Decision making

It seems that Parenting and Family Support and Youth Service tender processes followed different paths to decision making, neither of which reflected the scoring and selection procedures stated in the tender documentation.

##### Parenting and Family Support

A mixed portfolio approach was taken, looking at a citywide overview of the needs and gaps known by the commissioner. So, while projects were scored, the final selections were made in the light of commissioners’ knowledge of local needs. Strengths and weaknesses were discussed by the panel to finalise the portfolio within budget constraints. Negotiations took place once providers were selected, to meet geographic delivery and funding available.

##### Youth Service

Again projects were selected using commissioner’s experience and knowledge of previous delivery and the funding available. The decision making panel did not review full bids, but summaries submitted by MCC Officers.

At this stage one organisation was invited to put a proposal forward for a small grants pot to support smaller VCS organisations, who lacked the capacity to engage, but provided valuable youth service delivery.

However, when final decisions went to be ratified, some of those organisations who were unsuccessful took the opportunity to lobby their elected members, who intervened in the process. This led to an additional round of negotiations taking place. The outcome of this was that the small grants pot was withdrawn and although individual decisions were upheld, those unsuccessful applicants who had raised objections, were ‘found’ alternative funding and were given SLA’s for this.

#### i. Monitoring, Evaluation and Contracts

Post award, there are still a number of issues in relation to how project delivery will be evaluated, how the reporting structure will inform payments and what the legal obligations are.

Monitoring requirements were not clarified until the contract stage. Within the tender, no context had been given, nor a framework or indication of what would be an acceptable measurement with regards to the outcomes model. This meant that applicants were unable to build in appropriate costings for staff time to deliver this. It also had a detrimental impact on the way applicants constructed their bids, with no guidance on how the service could be tailored to meet outcomes. A clear identification of what was being measured would have given a good indicator of what a commissioner was seeking to address.

Post award negotiations took place in relation to monitoring, passing the responsibility to the VCS to input data to the MCC systems.

*“The time it takes to complete is a huge burden on resource”.*

Whilst in principle this was acceptable, there was a limited mechanism for capturing the outcomes focussed approach initially bid against. The reporting system primarily focussed on outputs and successful providers were obliged to follow this, although this requires additional VCS staff input.

What has become apparent is the danger of relying on this information for future planning and in terms of providing a representative picture of what is being delivered and achieved at grass roots level. Many suppliers indicated that they are providing the minimum information requirements to meet the terms of their contracts, rather than providing the full picture.

This is in part due to:

- the additional time it takes to input the information
- the type of information requested
- the method of collection
- the relevance of the data
- the terms of contracts.

The late release of contracts and the inherent complexity of these has meant that organisations are now delivering the service, several without having signed their contracts. The reasons for this include:

- inconsistency in relation to the agreed length of contract period
- disproportionately legal framework for the contract.

The ongoing uncertainty around contract length provides uncertainty for the sector and is not only against the principles of good commissioning, but contravenes the Compact and also the governments' recession planning for the sector. Additionally 78% of respondents are unclear how a contract review will take place or what it will entail.

Despite these concerns, many of the successful providers have reported positive relationships post award, with MCC Officers providing advice and visiting to gain a broader understanding of the projects, which was very welcome.

78% have had ongoing support and received training in monitoring and evaluation, but 56% are still unsure how the monitoring information is being used.

j. VCS involvement

Throughout the process the VCS maintained involvement through MACC and VYM representation. Firstly through the recontracting sub-group until July 2008 and then the commissioning subgroup, which oversees parenting and family support.

Lessons from the recontracting sub group and risk analysis done at the start of the commissioning process were fed in by the VCS in order to help shape the process. MACC also offered to comment on the draft specification in early September 2009 and provided a comprehensive list of issues. However, there is no clarity on if and how the information was used.

MCC, MACC and VYM worked collaboratively to build the capacity of the sector and support bidders. MACC organised workshops to enable organisations to work through issues with bids and aimed to provide a method of feedback to MCC.

Although there was an indication in October 2008 that the VCS would be represented on the decision making panel, this did not come to fruition. Conflicting responses were given by MCC in terms of VCS being present as an observer or full participant with 2 representatives identified as having no conflict of interest.

## **4.2 Discussion of findings**

It is interesting to note that both the VCS and MCC had many common areas of agreement on the positives and negatives of the commissioning process in Manchester for these contracts. In terms of the way the process was conceived and implemented there was an intent to fit with the national framework for good commissioning practice. However, despite the good intentions the process fell short of good practice and in parts provided evidence of actions which undoubtedly contravened guidance from both VCS and public sector bodies.

As a positive, this evaluation has provided an avenue for participants to feedback and reflect and there is optimism that lessons can be learnt for the next cycle. In terms of excellence in strategic commissioning there were elements which supported good practice such as MCC:

- taking the more difficult decisions to decommission services
- focusing on prevention by highlighting level 2 on the continuum of need
- 'putting outcomes for young people' at the centre of the process.

The VCS has also gained positively and learned from the experience:

*“the experience stretched us as an organisation and the application process provided us with skills and a basis to work from for further funding”.*

*“It gives an opportunity for showing how effective we are”.*

*“opportunity for capacity building in Third sector”.*

*“If we can do that we can do anything!!! Very proud”.*

#### 4.2.1 Fit with the national frameworks

The Eight Principles of Good Commissioning highlights practice which would support VCS involvement. Alongside these sit the 4 key elements of strategic commissioning - analyse, plan, do, review, which are sequential and of equal importance.

##### Analyse

Perhaps because this process was an interim one, the cycle of commissioning was started mid-cycle and thus there was no clear information baseline, as the analysis stage had not been carried out effectively, if at all.

Commissioners did not have sufficient data, nor consulted the VCS effectively in order to develop an understanding of the needs of users and other communities and set priority outcomes. This meant the specialist knowledge which could have been provided by the VCS was not captured prior to specification.

The analysis stage was therefore flawed, with little robust data, no coordination of internal or external resources and a lack of identified or agreed outcomes. Only 48% of survey respondents were aware of opportunities to input into the development phase of the 2008 commissioning and tendering process. Those who did have an input did so through the Manchester Partnership and Community Engagement processes, however there were concerns that when the Youth Matters Board stopped there was nothing else in its place to enable this to happen.

The process was not open nor transparent, as it did not facilitate the involvement of the broadest range of suppliers. As this was not a ‘full commissioning process’ no clear mapping of providers took place, more an exercise of looking at the existing provision, seeing which providers were not suitable and decommissioning them. There was also a desire to encourage new providers and innovation, but again the process did not practically allow for this, as new providers were unable to present the required evidence based on existing delivery.

Over half of the survey respondents disagreed or disagreed strongly that the tender process provided the opportunity to try something new, or that they felt inspired to be innovative in the design of our service delivery.

*"The City Council had a "one size fits all" approach to assessing tenders and it is difficult for innovative work to get due recognition".*

## Plan

In terms of planning, a 'just in time' approach to risk was taken, with timescales fluid and goalposts' moved frequently, usually to the detriment of the VCS.

At the outset although a range of resources were identified, not all were committed to the process. Alongside this process there were also other external pots of funding being commissioned which impacted on local service delivery, such as the national DCFS Parenting Fund round 3, which was not local authority controlled and local health authority funding streams for teenage pregnancy work. The results of these effected local delivery decisions.

The lack of clarity in the specification could have been a late attempt by MCC to allow the VCS to shape the service, however at this late stage in the process it only led to confusion and negated the principle of competitive neutrality and a commitment to a 'level playing field'.

In a desire to move to commissioning there was a leap to contracts and tendering which did not ensure that a range of funding mechanisms were considered to help to achieve objectives. 'Intelligent Commissioning' identifies that Councils need to align the funding mechanism they choose to use with the objectives of funding. There was no engagement with Procurement Law when making the decision grant or contract. Procurement Law relates to the commissioning of a contract once such a decision has already been made to contract. However, MCC's internal procedures determined to proceed with contracts based on a misinterpretation of the rules – either to legally protect them, or to force change.

MACC did plan in advance to make provision to support the process, through workshops to help organisations' develop bids, however the slippage in timescales meant these were not effective and led to further frustration.

## Do

Good practice indicates that an advertisement for tenders should reasonably be available to all prospective providers, ensuring that advertising is wide enough and early enough to ensure third sector organisations are likely to be made aware of the contract. There was certainly a long lead time when the sector knew commissioning was coming, but many false starts which led to a feeling that it would not happen.

In reality there was a rush at the end to launch the tender documentation and make decisions, which was woefully inadequate and squeezed the timeframe for the VCS to respond to less than 3 weeks. The mechanism for disseminating the information was inconsistent, one respondent noted:

*‘..Found out through VYM email and went on website. Did not receive invite to tender although have provided MYS services for many years’.*

VCS providers had to keep looking for any indication of the launch, with several continuing to wait for Emotional Health and Well Being and Substance Misuse as they had not been informed to the contrary.

Whilst the documentation did make known, in advance of the tender process, the criteria MCC intended using to choose the successful tenderer(s) for contracts, these were not effectively used in final decision making and this undermined the principles of fairness and transparency.

As part of taking an open and accountable approach, it would promote trust if commissioners were able to clearly state what they really wanted. If the price and geographical location priorities for service delivery were known, then it would be more effective to publicise these as part of the tender. By outlining this along with the parameters for management and other cost expectations, VCS organisation would then be able to make informed judgements on whether to bid and enable them to design service delivery more effectively. If MCC was explicit about the funding available on the table, whether it be a cut or enhanced pot, then the VCS would feel more confident that decisions had been taken for the right reasons.

In terms of contracts, it is good practice to give providers the opportunity to discuss terms of delivery, as this is likely to assist in the creation of fair, reasonable, and improved contracts of mutual benefit to the parties. However, the mechanism for this should be described in the procurement documentation and the golden rule is that any negotiation should not lead to a materially different contract than was available to other prospective providers. If contract negotiation takes place following the selection of a provider, it can potentially violate the principle of fair treatment between providers. To comply with Procurement Law, the process of negotiating terms of delivery should be planned as part of the procurement process, rather than take place once a provider has been selected.

## Review

‘Intelligent Commissioning’ states – ‘*Commissioners need to develop a better evidence base to demonstrate value for money*’. However, the VCS is commissioned to deliver outcomes not meet public sector value. The VCS perception is that they are being coerced to:

*“contribute to corporate objectives”.*

But the VCS must recognise that MCC has a duty to balance policy, service, and budgetary priorities in a way that meets the needs of all Manchester residents, in line with the Compact.

The Audit Commissions 'Hearts and Minds' document states that the reasons for collecting data should be clearly stated, performance monitoring appropriate and proportionate to service and level of funding and monitoring consistent across departments.

In monitoring the contracts it is unclear why MCC is collecting output data and how they will use it to analyse performance. Undoubtedly it will inform the next cycle of analysis and provide data to establish needs, but it is not directly relevant to the contracts and outcomes for children and young people. It is crucial this data is robust if it is to usefully inform future commissioning cycles.

#### 4.2.2 Impact on sector

Throughout the interview process a number of common themes emerged which reflected the impact of the process on the VCS, including:

- The lack of clarification which caused confusion and tensions within the VCS, particularly in relation to MACC's role.
- A suspicion that those who were 'at the table' had an advantage in knowledge/information terms.
- It was very much felt that Commissioners had determined service requirements before consultation and the VCS were being used to legitimise a flawed process rather than have meaningful input.
- The VCS felt that the balance of power was weighted towards MCC and VCS organisations were powerless within the relationship.
- The whole process had been very time consuming, with 'meetings about meetings' being a waste of sector time, particularly in relation to engagement with district panels.
- There was a general sense that the exercise was a cost cutting move and MCC's focus was on rationalising the number of providers to fewer, larger providers..
- The withdrawal of Emotional Health and Wellbeing left VCS organisations unsure where to bid, which effected planning and left many with 'all their eggs in one basket'.
- Several VCS interviewees expressed a belief that MCC were passing their own vulnerabilities in relation to funding onto the sector, by not fixing longer contract terms.
- There was also a perception of intent in the Youth Service tendering against partnership bids, and 'subsequent actions to break up effective partnerships that were absolutely indefensible'.

However there were also positive and unexpected impacts on the VCS, including:

- locating alternative sources of funding

*“allowed us to reach far more people and made us far more credible as an organisation”.*

- improved services and outcomes

## **5 Conclusions and recommendations**

The move to commissioning in Manchester was borne out of government policies and agendas for the VCS, children and young people and best value in the public sector. It also coincided with internal changes within MCC in terms of the implementation of the Business Improvement Programme and disruption internally within Manchester Youth Service. All of which led to a lack of continuity, changes and turnover in personnel, the use of short term consultants and little joined up thinking.

In such a complex environment it was always going to be difficult to deliver an effective transition, and it is important to note that there are many positive comments about the relationships between commissioners, Officers and VCS organisations moving forward, which can only serve to strengthen the process for the benefit of children and young people in Manchester in the future.

### 5.1 Lessons learnt

The evaluation has highlighted a number of areas which can be improved in the future. The 3 key lessons are:

#### 5.1.1 Bad information is not good

Too much information, lack of information, poor information and conflicting information only serves to cause bad feeling, suspicion and disengagement.

#### 5.1.2 The buck has to stop somewhere

If there is lack of ownership and no senior decision maker, then a frustrating circle of signposting occurs, where many questions are raised but none are ever resolved and no responsibility is taken for actions.

#### 5.1.3 Not everything that counts can be counted

Taking an outcomes approach requires a step change in the way success is measured. Applying a rigid output framework to log achievements will not achieve the desired outcomes for service users.

## 5.2 Recommendations

The following recommendations aim to take account of the lessons learnt and address the key issues outlined in section 4. Those of:

- Communication
- Analysis and preparation
- Openness and transparency
- Timescale
- Proportionality
- Capacity
- Definition of Terms
- Decision making
- Monitoring, Evaluation and Contracts
- VCS involvement

### 5.2.1 For Manchester City Council

#### a) Governance and structure

One of the essential factors for success as part of the Manchester Improvement Programme is stated as:

*‘...changes can only be successfully delivered if service departments own the improvement process and challenge the way things are done’.*

MCC needs to ensure that governance and reporting structures are clear, to avoid the issues emerging from poor communication and leading to the perceptions of lack of transparency. Many of the issues outlined in section 4 seem to have arisen because of the lack of joined up working between commissioners and procurement.

The Institute of Public Care (IPC) model links the commissioning and procurement cycles. It provides a much more integrated framework by joining up internal operations and is particularly relevant in this case.



A key principle of the model is that the commissioning process should be equitable and transparent, and open to influence from *all* stakeholders via an on-going dialogue with service users and providers. Hence the public, service users and providers are placed at the centre of the model.

It is therefore recommended as an excellent model to guide a holistic approach to integrating commissioning and procurement for the future. If this is applied appropriately then the issues of communication, capacity and decision making should be overcome, leading to increased accountability and transparency.

b) Capacity building

One principle of good commissioning is encouraging commissioners to invest in the capacity of the provider base, particularly those working with hard to reach groups. MCC have already recognised the need and importance of this with the proposal of the small grants pot under the Youth Service strand. Implementing a small grants pot alongside MCC commissioning regimes involving the VCS might be an effective way of developing the market to meet local need.

'Commissioning Possible' has previously identified that commissioners have often expected infrastructure organisations to fulfil a capacity building role in relation to the process without any additional funding. The online survey highlighted that 60% of respondents who did not submit tenders would have submitted a tender if more support had been available, highlighting the importance of providing specialised support.

In conjunction with small grants, it would therefore be prudent to provide additional funding and capacity to support VCS involvement, by providing a dedicated Commissioning Link Officer within the VCS, perhaps as an addition to the infrastructure provision for the city.

A role such as this would provide an identified point of contact to promote the flow of information and also facilitate an exchange and sharing of skills. This would contribute to addressing the issues of communication, openness and transparency and capacity as well as promoting VCS involvement and widening the market.

c) Bureaucracy

To alleviate the drawn out and bureaucratic process, it would be more effective to check eligibility early, rather than as part of the decision making process. A single front door, leading to an approved provider list would provide the VCS with the opportunity to prepare in advance and have documents approved in a single process. Organisations would be checked for competence prior to being placed on the list. However to ensure openness and transparency there must always be a mechanism to allow new and innovative projects to come to market.

To augment this a 'Quality Review Group', made up of stakeholders should be established to ensure all paperwork is scrutinised before release. This will ensure accuracy, sense and proportionality in all documentation and promote a shared understanding of language and technicalities prior to launch. Alongside this a 'Legal Group' of cross sectoral partners should be convened to deliver proportionality in contracts and tenders and ensure appropriate legal constraints are applied.

*"many of the questions seemed to overlap or require duplicate information and it wasn't always clear where was the most appropriate place therefore to put the information".*

These recommendations would address the issues of proportionality and capacity and promote a shared understanding of terms. They would also enhance best practise with a view to shortening timescales through agreed standardised documentation and improved communication.

## 5.2.2 For the Voluntary and Community Sector

### d) Reporting outcomes

The VCS understands the benefits of using a system of outputs and outcomes, particularly:

*“..accountability in terms of working towards and proving how your service actually makes a difference and how that will happen”.*

The VCS know how they are having an impact at grass roots level. They have been meeting the needs of local service users for a number of years and are able to provide the flexibility to react and respond to current and emerging needs. Therefore they are well placed to provide an outcomes focussed service.

However the VCS has expressed dissatisfaction in using the monitoring systems imposed by MCC to reflect this:

*“Does not capture the full extent of work carried out within the service”.*

*“The disadvantage is not in the outputs or outcomes themselves but in the monitoring systems required and the particular way in which information is demanded”.*

*“By focussing on outputs and outcomes often takes grass-roots organisations away from what they were created to do”.*

The VCS should acknowledge that MCC has a duty to deliver value and should continue to work in partnership to demonstrate how this fits within an outcomes approach. Rather than complaining about the relevance of output data in demonstrating their achievements, the sector should be proactive in demonstrating how outcomes are being delivered. The VCS needs to give practical examples – they know the difference made and need to demonstrate it.

The VCS also needs to ensure that they have a suitable mechanism for providing *full* information to MCC on what is being delivered and achieved at grass roots level, in order to provide a representative picture. Only providing limited requested data will not reflect the added value that the sector can bring in service delivery. It will also skew commissioners’ perceptions of reality during the next round of analysis.

If there is robust information on service user needs and outcome delivery, the next cycle of commissioning will be better informed, which will allow MCC to make more robust judgement on local need and the VCS’s role in delivery.

#### e) Education and communication

By working in co-operation with MCC, hosting a dedicated role within the VCS could inform commissioning and procurement regarding the sector and would provide a conduit for information and knowledge sharing. By delivering joint workshops involving all stakeholders, a shared understanding can be developed. In addition the role could promote shadowing and sharing of experience across sectors.

By agreeing to locate a role such as this within the VCS, confidence and relationship building will be improved, leading to improved communication and involvement.

#### 5.2.3 For both partners

The Manchester Improvement Programme states that:

*‘ communication is critical for change to happen and be accepted – the reason for change and how it is being managed have to be effectively and consistently communicated and understood’.*

Both parties already recognise the need for good communication and management, but the reality and rhetoric don't match. It is not enough for the VCS to be at the table – their views need to be acknowledged and their expertise valued.

Progress is already being made in developing communication structure. Communications can be improved in the future through effective co-ordination and use of the newly developed VCS infrastructure portal (OCP) and the new MCC portal 'The Chest'.

For both MCC and the VCS it is important to recognise the Compact principles, but also to actively apply them and implement the Funding and Procurement code as highlighted in 2.2.3.

#### 5.3 Conclusion

During the process MCC stated:

*“This is not a full procurement process but an interim process. It does not allow for new organisations with new ideas. There are pressures on meeting timescales and deadlines”*

Bearing this in mind these lessons can be learnt by both VCS and MCC and applied to the next round of commissioning which, if learning is actually applied, will begin as soon as possible!

Sue Hennessey  
November 2009