

## **Manchester Children's Trust Commissioning Framework**

### **DOCUMENT HISTORY**

#### **Purpose of this document**

Draft Children's Trust Commissioning Framework.

#### **Document Location**

Held by Nicola Avery, District Manager, Children's Services. This document is only valid on the day it was printed.

#### **Revision History**

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#### **Approvals**

This document requires the following approvals:

<b>Name</b>	<b>Title</b>	<b>Date of Issue</b>	<b>Version</b>
David Ashcroft	Head of Business Change and Improvement, Children's Services		0.3
Commissioning Project Board		1.7.10	0.3
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## **MANCHESTER CHILDREN'S TRUST COMMISSIONING FRAMEWORK**

### **CONTEXT**

This report sets out the design for Manchester Children's Trust or Partnership Commissioning Framework.

In particular this document should be cross-referenced with:

- Manchester Sustainable Community Strategy, The Manchester Way 2006-2015 and Manchester Local Area Agreement 20010/11. To be noted that the LAA is likely to cease and Manchester may agree on some local targets linked to a community strategy. Please note this when LAA referenced in the document.
- Manchester Children and Young People's Strategic Plan 2010-2012
- Manchester Safeguarding Children Plan
- Manchester Think Family Strategy 2010-2013
- Manchester Neighbourhood Focus Strategy
- People Strategy 2015
- Improving Health in Manchester: Commissioning Strategic Plan 2009-2014
- Manchester Model: "Improving joint commissioning in Manchester: Introducing the Manchester Model and guidance for implementation"

### **1. EXECUTIVE SUMMARY**

Our vision is to put commissioning at the heart of our Children's Trust in Manchester, to deliver efficiencies and value for money, incorporating a workforce development plan to deliver on business goals, which will significantly improve outcomes for children, young people and their families in Manchester.

The document sets out the Manchester Children's Trust Commissioning Framework detailing process and benefits to be realised.

We will use this commissioning framework to produce the outcomes we want to achieve. We will consider why we need a commissioning framework, what difference it will make, what vision it will support, how it will work (cyclical process) and the governance arrangements.

## 2. INTRODUCTION: WHY DO WE NEED A CHILDREN'S TRUST COMMISSIONING FRAMEWORK IN MANCHESTER?

**2.1. So that we deliver improved outcomes for our families and efficiencies:** It is essential that the commissioning framework supports improved outcomes by focussing on the needs of Manchester children and families. However, there must be a recognition that this is done in the context of a limited amount of resources, which means that we have to seek to improve outcomes by making the most efficient use of these resources.

Historically, efficiency savings have been achieved by:

- cutting small parts of a larger system or process (input based salami slicing)
- higher thresholds to control demand
- stronger procurement and negotiation
- back office reductions and
- de-layering of management

These have been shown to realise cashable benefits but often undermine, either wholly or in part, the quality and efficacy of service delivery and ultimately improved outcomes. This is a reflection of the lack of commercial skills and acumen across public sector organisations who attempt to realise efficiencies by cutting public services without a full understanding of the whole system or the impact these cuts will make. In Manchester we want to find a way to make efficiency savings whilst also improving outcomes.

The commissioning framework will support this process using outcomes based commissioning approaches by

- building on our commissioning understanding so far
- developing our commercial skills
- meeting our efficiency targets
- improving our outcomes
- developing our category management (procurement)
- developing collaboration
- using centric design
- actively shaping of the market and
- developing lean and systems thinking and Total place<sup>1</sup>

This will be supported by a Learning and Development programme for staff in commissioning, system design and change management and employing a change management approach to ensure change focuses on people and not simply on process

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<sup>1</sup> Total place is method of service provision by looking at total resource availability across services, improving citizen to state relationships and redesigning systems around the community and service user, typically through joint provision of services with Children's Trust Partners.

**2.2. So that we are all working with the same understanding of commissioning:** Commissioning means different things to different people, often involving a debate about commissioning and procurement.

A framework can overcome this difficulty. It:

- can help to ensure that we all (partners and families) have a shared understanding of commissioning and the steps involved
- is a useful way to structure and plan commissioning processes and to clarify what needs to be done at each stage
- targets the right point in a child or young persons' pathway to ensure we use resources most efficiently and narrowing the gap, ensuring we do not waste resources on those who need help and
- helps everyone to agree on the resources we intend to make available in the context of commissioning. In Manchester we will include the following resources:
  1. finance
  2. workforce
  3. service providers
  4. assets
  5. community and families and
  6. the impact of joint working which means we deliver more than the sum of our parts

**2.3. So that we are all working within the same framework of commissioning:** In Manchester we want to have a clear, focused simple and effective approach to commissioning that we all in the Children's Trust understand and work with. Our framework provides a shared understanding and details:

- a common definition and an agreed set of values, standards and benefits
- a common vision statement
- the commissioning cycle
- governance arrangements and
- a glossary of terms and relevant legislation

### **3. WHAT DO WE MEAN IN MANCHESTER BY COMMISSIONING: OUR DEFINITION**

Partners in Manchester City have agreed the following definition of joint commissioning: "Joint commissioning involves multiple parties with diverse skills and aligned priorities collaborating to deliver outcomes, to better meet the needs of communities. The process should ensure the effective use of

combined resources to deliver against local priorities.” This definition is supported by an agreed commissioning model, the Manchester Model.

In Manchester the Trust has further developed this definition based on the definition developed by the Commissioning Support Programme.

“Commissioning means using the total **resources available** in the Manchester Children’s Trust arrangements to ensure that the **right services and skills** are available in the **right places** at the **right time** for **all children and young people and parents** in the city, in order to **improve outcomes in the most efficient, effective, equitable and sustainable way possible.** “

## **4. UNDERPINNING VALUES AND STANDARDS**

In Manchester we want to ensure that all commissioning activity upholds the following values and is underpinned by the following standards.

**4.1 Underpinning values:** In Manchester we want to ensure that:

- all commissioning activity is centred on needs of the child and family and improving their outcomes
- we all see families as a fundamental partner in visioning, and commissioning the design and delivery of services and in evaluating all service and partnership activity
- we develop a sense of place as central to commissioning, supporting economic regeneration and building social responsibility and capital in neighbourhoods
- our commissioning activity is community enhancing
- our commissioning activity is outcome focused and value for money, delivering efficiencies
- our commissioning activity is equitable and non discriminatory
- our commissioning activity creates a climate of high challenge and support, developing a strong performance culture
- our commissioning activity supports different stakeholders’ and partners perspectives, valuing their expertise and developing their commitment to delivery; and
- promotes high performing, high challenge, emotionally intelligent, mature Children’s Trust arrangements in Manchester

**4.2 Underpinning standards:** In Manchester we will:

1. Think Family, using whole family approaches
2. safeguard and promote the welfare of children and young people
3. ensure we deliver equality, diversity and inclusion
4. ensure family involvement in service shaping
5. ensure full stakeholder involvement in service shaping and
6. enable our workforce deliver on business goals with support from learning and development programmes and leadership

**4.3. The benefits we want to achieve:** In a city with significant challenges in terms of deprivation and performance outcomes, we want to be clear about the impact we expect the commissioning framework to deliver. The framework if implemented correctly will realise benefits and contribute to

- children young people and families in Manchester achieving similar or better outcomes to peers across the country
- a Children's Trust that has a collective understanding of commissioning and uses commissioning to deliver better outcomes for local people
- easily understandable and identifiable connectivity between universal, targeted and specialist provision making services easily accessible
- the Children's Trust policy and financial objectives
- the Children's Trust contribution to national inspections
- evidenced based interventions and services that we know work
- cost effective interventions and services that deliver good impact and outcomes
- interventions and services that enhance and provide for better customer journey
- interventions and services that support improvements in outcomes that narrow the gap between our most vulnerable residents and others
- an empowered accountable multi-agency workforce; and
- better services for less money (efficiencies).

We are putting commissioning is at the heart of Manchester's Children Trust to improve outcomes for children, young people and their families. We recognise that children and young people need a range of services to enable them to meet their full potential, develop resilience and grow into healthy productive adults. Crucial to this, are strong responsible carers and parents. In Manchester, we want to support families to enable children on their journey to successful adulthood. We will do this by commissioning the right services to make these journeys seamless and personalised.

In Manchester, we want all of us to see commissioning as the function of all practitioners, staff, managers, teams and services users in the Children's Trust. This means that

- we all will recognise families as a key partner in all commissioning activity
- we will ensure a seamless approach to city wide and local commissioning activity
- front line staff will undertake forensic assessment of needs for individual families and then commission services to meet those needs (not assess which services are needed). This information will feed into the strategic needs assessment
- teams who focus on data analysis will do so to inform and shape investment

- legal and finance teams need to understand commissioning to ensure that the organisation succeeds overall in investment and improving outcomes
- everyone needs to see commissioning is an organisational tool to increase performance and efficiency and
- we all need to understand that workforce planning is not a distinct activity from commissioning. Assessing the capacity and configuration of the workforce against needs, and planning investing and then reviewing the workforce is a core part of a commissioning organisation's activities.

## 5. VISION

**5.1. Our Vision is for Manchester** to be a great city to raise a family, and for all children in Manchester to achieve and be all that they can be. This framework therefore aims to ensure that commissioning improves the quality of life of all by making family life easier and improves the outcomes for children and young people. In Manchester we will do this through an integrated approach that ensures delivery on national, regional, sub regional and city priorities, but delivering at a local level through local neighbourhoods and school clusters.

Our Community Strategy – ‘The Manchester Way’ sets out our vision for families in the city stating that, “By 2015 Manchester will be a world-class city with a larger, happier, healthier, wealthier population living longer in diverse and stable communities with a good demographic mix. It will be a city of opportunities with a population benefiting from, and contributing to, Manchester’s success by achieving individual full potential. Residents will have an improved sense of participation and wellbeing. The city will have green desirable neighbourhoods that attract and retain successful people from diverse communities. Our neighbourhoods will be places where people feel secure and supported.”

Our neighbourhood focus strategy vision for Manchester is one of successful neighbourhoods which attract and retain people to live in communities which are both diverse and cohesive, and in which people feel safe and supported to reach their full potential.

Our Manchester Think Family Strategy is based on the assumption that in Manchester, all partners delivering services from universal to targeted, working with either individual family members or groups of family members will expect their staff to adopt a whole family, holistic approach to all of their customers.

Our Manchester’s Children and Young People’s Strategic Plan 2010 -2012 sets out specifically what this means for children. Stating that we will:

- develop a strong focus on prevention and early identification and intervention;
- see the child as an individual within the family;
- support and challenge parents/carers to bring up children and young people responsibly in a stable and happy family environment;
- build mental and emotional wellbeing to promote independence, especially for the most vulnerable and socially excluded, those with mental health needs and those at risk from drug or alcohol misuse;
- listen to children and young people, their parent/carers and their neighbourhoods and giving them influence in how services are delivered;
- balance children and young people's rights with their responsibilities and encourage an understanding of both;
- ensure children and young people feel and are safe;
- ensure services are timely, accessible, inclusive and close to home with a multi-agency approach;
- provide locally accessible health services that will advise, assess and, where appropriate, treat children and young people in community settings;
- integrate plan, commission and deliver of services to meet local need and deliver critical/essential services equitably across the city, with clear and understood and accepted eligibility criteria;
- develop a highly skilled, committed and effective workforce with a common culture and values to deliver integrated services to children, young people and their families; and
- provide evidence that services can improve outcomes and are value for money.

The Commissioning Framework reflects and aligns the above and wants to ensure that we change the way we work by adopting a commissioning approach that:

- develops a culture of working for all through the prism of commissioning
- identifies what needs are currently being met and not being met
- identifies what are the desired outcomes we want to see
- identifies what are the deficits and opportunities
- identifies what are options to achieve outcomes including a risk assessment of options and
- identifies what we will do

**5.2. Our focus** is to ensure that interventions and service design adds value and a contribution to

- The child
- The child within the family
- The child within universal settings
- The child within the neighbourhoods of choice, in which we are supporting the building of social capital.



### The child

We will ensure that all children receive services that appropriately meet assessed needs and deliver sustainable change.

### The child within the family

We will ensure that as a partnership, parents get the right support to help them with raising their children, taking responsibility and developing sustained and positive parenting techniques to enable their children to develop pro-social behaviours and emotional health and resilience.

### The child within the universal setting

We will ensure that the interventions and services deliver

- good health and emotional resilience
- pro social behaviours
- 100% attendance at school and
- raise aspiration and ambition for educational and work outcomes for all

### The child within the neighbourhood.

We will work with partners to enable the voice of families inform what makes a neighbourhood of choice. We would want to support the child and family enabling them to contribute to their neighbourhoods developing a sense of community and place, committed to supporting economic regeneration and building social responsibility by:-

- making Manchester the location of choice for existing and new residents
- creating safe and high quality neighbourhoods
- making Manchester the location of choice for investors and employers
- enabling Manchester residents to access a wider spectrum of job opportunities
- raising Manchester's educational attainment
- improving the health of Manchester residents
- making Manchester a more attractive place to live and work
- promoting and supporting cultural facilities and opportunities in Manchester and
- creating a vibrant positive image and identity for Manchester

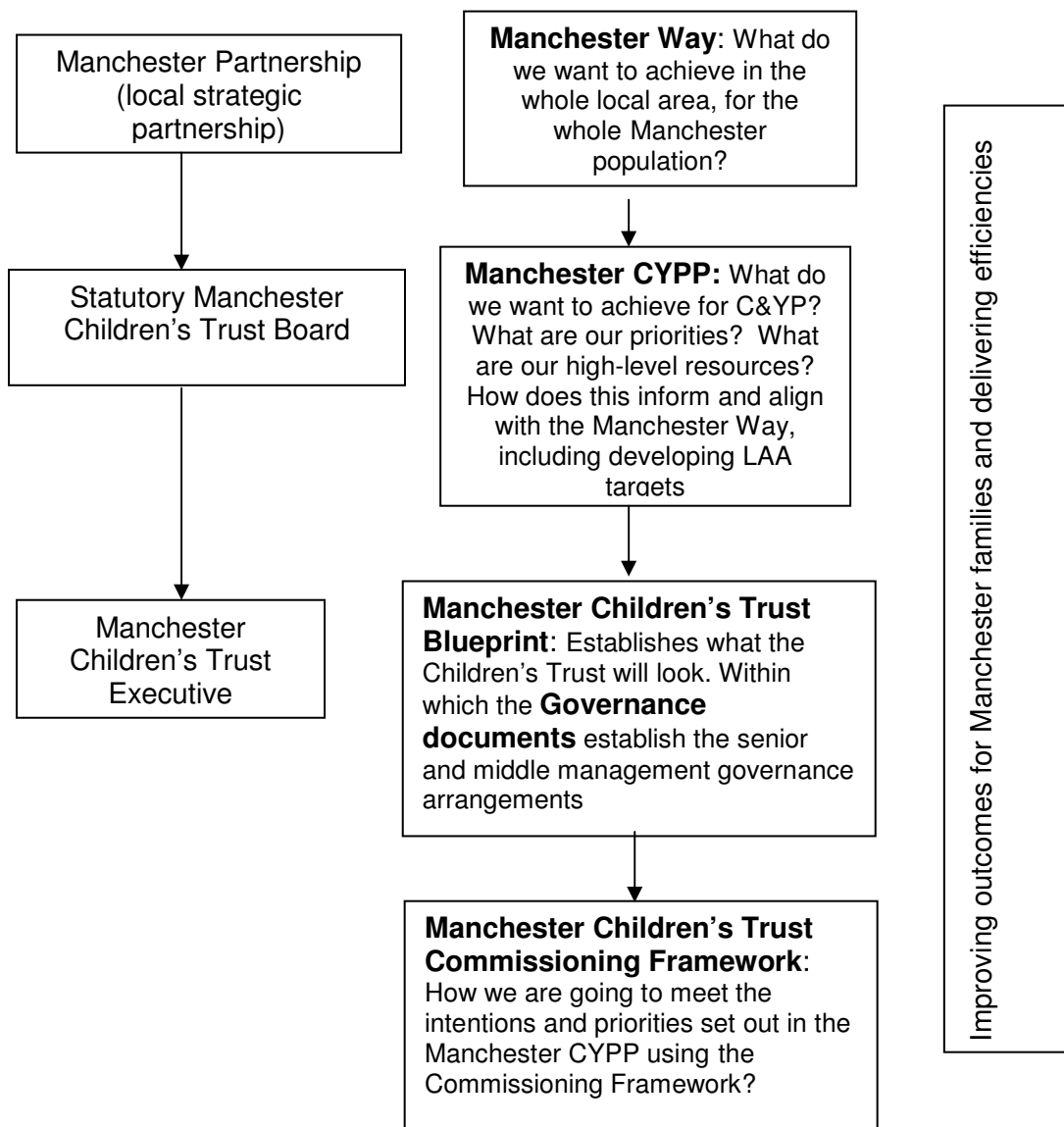
## **6. MANCHESTER CHILDREN'S TRUST COMMISSIONING CYCLE**

**6.1. Background:** Manchester Children's Trust agreed a Commissioning Cycle before the Manchester Partnership adopted the Manchester Model. In order to deliver the Manchester Model, the city has set up an Integrated Commissioning Group that is moving cooperation forward within the Manchester Partnership. Discussions have been had with partners, the chair of the Integrated Commissioning Group and with the Children's Trust Commissioning Project Board and all agree that:

- Manchester Children’s Trust Commissioning Cycle sits effectively within the Manchester model
- Manchester Children’s Trust Commissioning Cycle adds value to the Manchester Model because it incorporates key aspects of the then Department of Children, Schools and Families (DSCF), now Department for Education cycle.
- Manchester Children’s Trust Commissioning Cycle adds value because it covers some key cross cutting themes and
- Manchester Children’s Trust Commissioning Cycle sits effectively within the overall work of the integrated commissioning project work.

Plans are in place to ensure this synergy continues.

## 6.2. How will the Commissioning Cycle deliver the city priorities?



## 7. THE COMMISSIONING CYCLE

**7.1. The basic cycle:** The basic stages in the commissioning process can be summarised as:

- Analyse – understand needs, resources and priorities and agree outcomes
- Plan – map and plan sustainable and diverse services to deliver outcomes
- Do – procure and develop services based on the plan
- Review – monitor service delivery of outcomes and take remedial action if necessary.

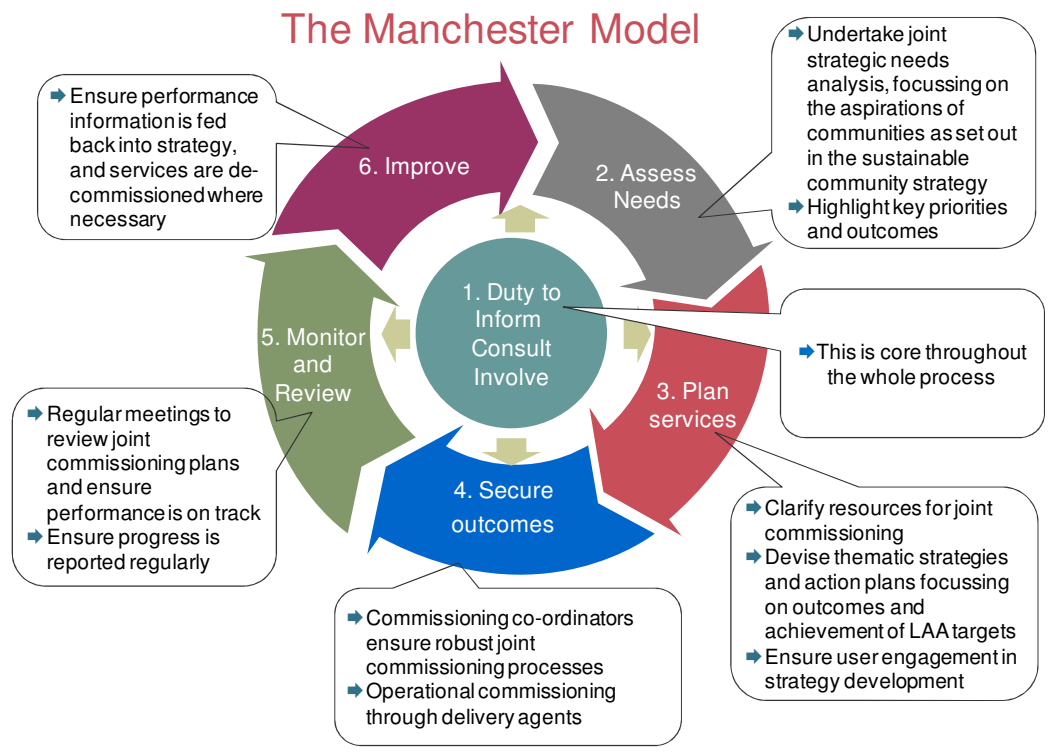
The basic components of commissioning can be collated into three categories

- Commissioning governance and framework
- Commissioning activity
- Commissioning capacity and competencies

**7.2. Manchester Model:** In Manchester, we have undertaken a robust strategic needs assessment to ensure we all understand local needs and priorities so that we can develop a vision to improve outcomes for local residents. The needs assessment is based on the Manchester Partnership annual suite of state of the city reports and the joint strategic needs assessment (JSNA). The vision is articulated in the Community Strategy the Manchester Way 2006-2015 and the Local Area Agreement.

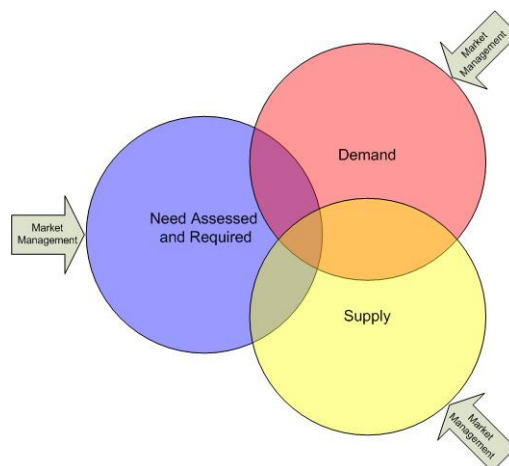
Building on this, the partnership now has in place the “Manchester model”, which us a consolidated version of commissioning models, which all other commissioning frameworks in Manchester must support and align. This model is fully detailed in “Improving Joint Commissioning in Manchester: Introducing the Manchester Model and guidance for implementation”

The Model puts a strong emphasis on worklessness and reduced dependency, as key issues to be addressed.



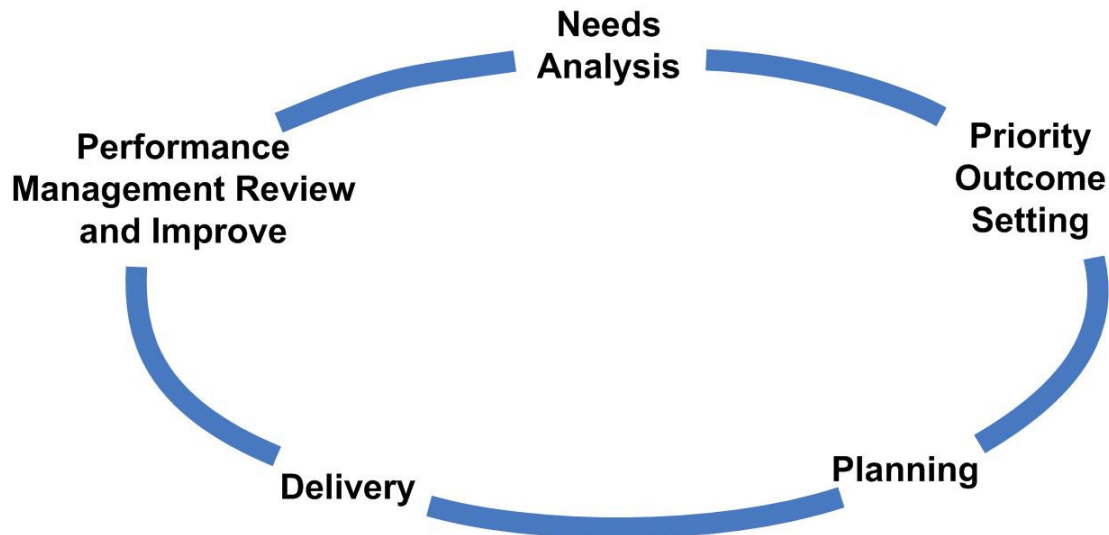
## 8. CHILDREN'S TRUST COMMISSIONING CYCLE

Our Manchester Children's Trust cycle needs to deliver on the above stated outcomes. Critical to this will be how we manage demand and supply against assessed need. Our strategic analysis must include outcomes from forensic frontline assessments of need (not service), our performance outcomes and evidence from inspections with a focused overlay of our strategic priorities and planning. If we don't get our assessments and planning stage right then our understanding of demand and supply will be ineffective. In Manchester we want to develop our market management skills (of internal and external markets) to ensure delivery of the right services at the right time in the right quantities.



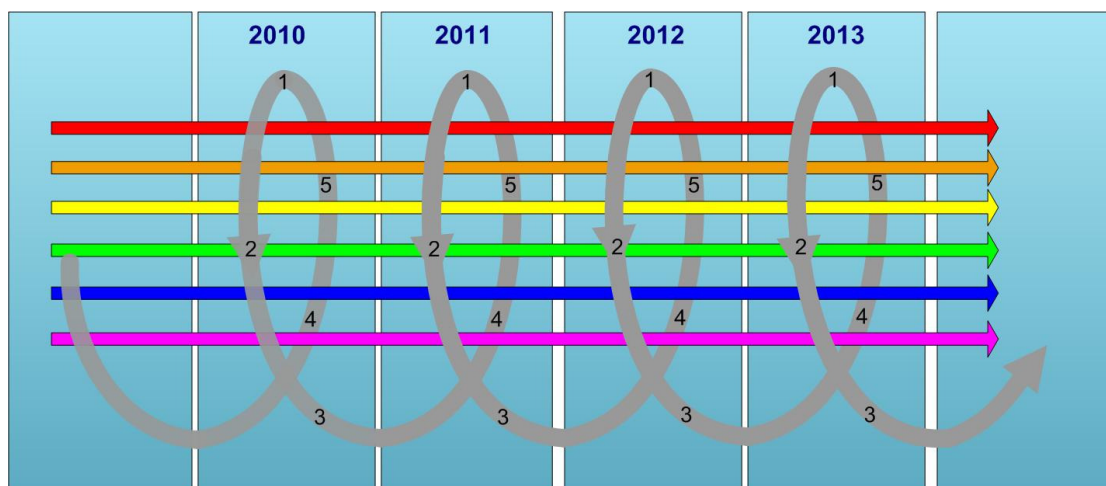
**8.1 There are five stages in the cycle:**

1. needs analysis
2. priority outcome setting
3. planning
4. delivery and
5. performance management/review and improve



**8.2. There are also six cross cutting themes within the cycle:**

1. Think family
2. family involvement in service shaping
3. stakeholder involvement in service shaping
4. workforce and organisational development and culture
5. market development and
6. service improvement and design



1. Needs Analysis
2. Priority Outcome Setting
3. Planning
4. Delivery
5. Performance management, review and improve

- Think Family
- Family Involvement in service shaping
- Stakeholder Involvement in Service Shaping
- Workforce and organisational development and culture
- Market Development
- Service Improvement and Design

## 9. DESCRIPTORS FOR THE COMMISSIONING CYCLE

**9.1 Needs Analysis:** The Needs Analysis is the gathering of information and evidence to inform other parts of the commissioning process. It pulls together key data (demographic, economic, service user, performance, and underlying causes) from partners on children, young people and their families in relation to health, development and wellbeing across the five outcomes. It looks at characteristics and circumstances of families and their views.

Cohesion between national, regional, sub regional and district strategic and front line operational needs analyses is critical. In addition, there will be thematic aspects to assessing needs in line with models we are developing in Manchester for needs led universal, targeted, and specialist services.

In Manchester we will ensure that:

- *all* professionals recognise that they have responsibility for *all* the outcomes
- we focus on outcomes bringing strategic planning and thinking to the front-line
- we deliver a 'child-centred' way of thinking, which continually asks the questions 'what does this child actually receive? What is his or her daily experience?'
- we develop a locally-owned needs assessment, through effective consultation with the community and users which entails a 'child's eye' view of the services they receive and
- our analysis uniforms, is informed by and supports political priorities in the city engaging with Members to secure support and challenge

**9.1.1. How will we do this?** Our needs analysis will:

- include forensic front line assessments of individual families needs which will feed into any strategic district and city wide needs analysis
- be clear about what will address and repair assessed needs. This may sound obvious but if we do not know what will effectively impact on needs how will we know what services we want
- horizon scan and note potential and actual changes in national government priorities
- use detailed data analysis including the story behind the curve and audit
- respond to outcomes from inspections
- ensure we note regional and sub regional priorities and outcomes
- develop a city wide and locality focus to assessment of needs, ensuring we reflect different localities in Manchester in the needs analysis
- ensure the right thematic themes are covered
- include accurate costs and performance data
- use customer segmentation, (a systematic way of categorising different types of service user by age or client group) as well as the voice of the

customer (gaining an in depth insight into customer views) through effective consultation with the community and users and

- ensure we also analyse the needs of different groups on the continuum including those with universal, targeted and specialist needs

**9.1.2. In Manchester needs analysis (operational and strategic) will cover:**

- identification of needs
- the desired outcomes
- deficits and opportunities and
- clarity about what will achieve desired outcomes

In addition strategic needs analysis will need to include:

- horizon scanning for future needs and political and legal requirements
- holistic approach that consider the needs of the entire population of children and young people in the city, including interdependencies and
- requirements from inspections

The financial, performance and qualitative data (including the views of families) which is collected will be turned effectively into:

- information
- which is analysed and
- presented effectively

The full needs analysis will be presented coherently the Manchester CYPP and reflected in the Manchester Way.

Example of how to use the above method of a needs analysis operationally on the front line.

Young pregnant mother, 2 yr old, developmentally behind about 8 months. Domestic violence and parental misuse of drugs

<b>Needs not currently being met</b>	Safeguarding 2 yr old
<b>Desired outcomes</b>	2yrld to be safe and meeting developmental milestones, emotionally resilience
<b>How?</b>	What will we do to meet need? Need services that meet right developmental milestones within family functioning ; attachment etc
<b>Deficits and opportunities</b>	D: Mother limited in consistency of care No family friends support O: Mother on methadone programme and wants support
<b>Options to achieve outcomes</b>	a, do nothing b, parenting support and capacity building, attachment work, developmental work c, Alternative care
<b>Risk assessment of each and every option</b>	a, no change possibility of worsening b, good attachment and motivation to change c, Break attachment and possible no good outcomes
<b>Preferred option</b>	b
<b>Existing methods of</b>	Sure start



<b>meeting needs</b>	Webster Stratton drug programme
<b>effectiveness of existing methods meeting outcomes</b>	Good
<b>Gaps/barriers</b>	Attachment and behaviour management

*Example of how to use the above method of a needs analysis strategically*

Children in Manchester need to improve on their school attendance and educational outcomes

<b>Needs not currently being met</b>	Poor school attendance, lack of readiness for learning
<b>Desired outcomes</b>	Children achieve full potential in education that equals peers across county Consider future changes that may impact on desired goal through horizon scanning
<b>How?</b>	What will we do to meet need? Strategic attendance policy, work on teaching strengths and weaknesses, have children ready to learn
<b>Deficits and opportunities</b>	D: lack of readiness for learning, poor attendance O: to build resilience and school development, political support and key factor from inspections
<b>Options to achieve outcomes</b>	a, do nothing b, parenting support and capacity building, strong school leadership, high expectations c, legal action
<b>Risk assessment of each and every option</b>	a, no change possibility of worsening b, build capacity in family and schools c, may not lead to change
<b>Preferred option</b>	b
<b>Existing methods of meeting needs</b>	Partnership support to improve family resilience, pre school sure start programmes to develop readiness, raise expectations, school leadership, strong teaching, attendance programmes. Input from evidence from frontline needs assessments
<b>Assessment of existing methods and effectiveness of meeting outcomes</b>	Good
<b>Gaps/barriers</b>	Links and interdependencies not clear

Note: we are not trying to introduce new paperwork, rather a way of thinking. We would want our Core Assessments, for example, to include this analysis.

**9.2. Priority outcome setting:** The setting of priority outcomes will be critical to effective commissioning in terms of delivering efficiencies and improved outcomes for families. This is because, given the level of needs in the city, any attempts to try to impact on everything would create an ineffective use of resources.

In Manchester we will agree on which things we will tackle first, why, and the impact of these choices. These decisions will be set within a short, medium and long term outcome framework, so that tackling certain priorities first will make greater impact on the next set tackled. This ensures that priority setting is sequential and the overall impact is more than the sum of the parts.

In order to do this, in Manchester, we will consider:

- what we do now and what outcomes this achieves



- what we want to achieve and what we need to do differently to get there
- what we no longer need to do, what we need to continue to do and what new things we need to do
- a holistic overview of our current position creating pathways that are cohesively linked together to deliver our future needs in timescales
- interdependencies between current and future priority outcomes to ensure continual progress and
- the most efficient and effective route map to get there setting short, medium and long term priorities

The voice of children, young people and families in priority outcome setting is critical and will focus on aspiration as well as need, ensuring a short and long term perspective. In addition, we will ensure that our priorities inform and support political priorities in the city and we will engage with Members to secure support and challenge.

### 9.2.1. Principles that will underpin establishing priority outcomes:

- evidence based decision making
- involving full partnership contribution and ownership
- that is transparent and accountable and
- is clearly measurable and achievable

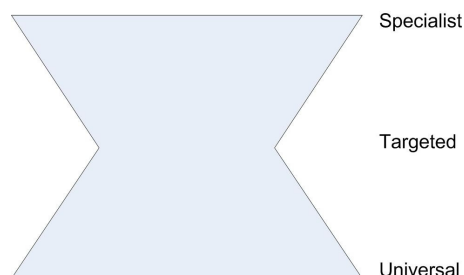
In addition we will ensure services:

- build up Protective Factors
- focus on the areas we need to change and
- focus on the outcomes we want

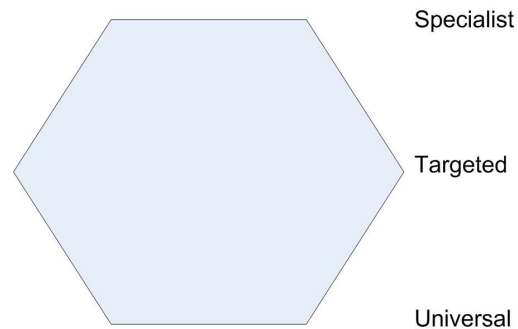
Through the process of analysing local needs alongside existing service delivery, the Children's Trust Board will review, set and publish in its Manchester Children and Young People Plan, its priorities for ensuring efficiencies and improved outcomes in relation to the five outcomes for children, young people and parents. This will also be reflected in the Manchester Way.

#### Example of how to use the above method of establishing a priority outcome for targeted services

Financial and resource allocation to targeted provision currently in the city



Priorities will be set to achieve the future financial and resource allocation to targeted provision



**9.3. Planning:** Having undertaken a forensic needs assessment and established the priority outcomes that we want to deliver first, the next stage in the cycle is to plan how we will achieve this.

#### **9.3.1. Planning will need to consider**

- voice of children, young people and families
- thematic strategies and action plans focussing on outcomes identified in the Manchester CYPP, LAA targets and from inspections
- the effectiveness of current services to meet these needs and priorities
- gaps in services provision meaning some needs or priorities are not being met
- services which are no longer needed as they do not contribute to meeting needs or priorities and
- risk assessments of the strategies and plans developed at this stage and mitigating actions

#### **9.3.2. How will we do this?**

- by using strategy maps to demonstrate how we will create stakeholder value and efficiencies by linking various strategic objectives together in a cause and effect way
- by designing services around the needs of service users
- by defining who the customer is and how they define value (customer is multi faceted in public services, including those who pay, those who receive services, etc)
- by designing services that are outcome focused, evidence based, efficient and effective and which add value to the whole
- by noting when services need to be 'built to order' or personalised rather than standardised
- by noting when services need to be supplied at time-critical points (e.g. for looked-after children) and
- by meeting very exacting quality standards.

This process will result in a detailed road map including assessment of current internal provisions and procurement intentions to deliver the priorities. The road map should have a short, medium and long term perspective that is cohesively progressive and should detail timescales and outcomes expected and efficiencies to be made. It should therefore be costed at all levels. The full plan will be presented coherently the Manchester CYPP and reflected in the Manchester Way and will inform the setting of relevant LAA targets.

Example of how this could be put together to plan commissioning intentions

What are our overall objectives?

How will services work together within the overall perspective?

Given this framework:

<p><b>Product / service</b></p> <ul style="list-style-type: none"> <li>• Who are our customers?</li> <li>• Are we creating a product or service that our customers want?</li> <li>• How would we define the product characteristics?</li> <li>• How are we ensuring the product adds value to the whole?</li> <li>• How will we know if it meets needs effectively and efficiently?</li> <li>• Does the service involve a professional skill or competency that we need to detail?</li> </ul>	<p><b>Place / channels</b></p> <ul style="list-style-type: none"> <li>• How do we make the right product available to the right people at the right time in the right quantities?</li> <li>• What delivery channels will we use?</li> </ul>
<p><b>Promotion</b></p> <ul style="list-style-type: none"> <li>• How can we work with providers to develop a commissioning and pricing strategy defining our commissioning intentions over an ongoing time period?</li> <li>• How can we attract the right people, services at the right time?</li> <li>• How can we build up community and voluntary provision</li> </ul>	<p><b>Pricing</b></p> <ul style="list-style-type: none"> <li>• What are our budgets?</li> <li>• What efficiencies can we make by joining up services?</li> <li>• How will we work with providers and internal services to cost provision correctly?</li> <li>• How can we develop marketing and pricing knowledge and apply it?</li> </ul>

**9.4. Delivery:** Implementing the plan is the next key stage in the Commissioning Cycle. This will involve working together as partnership to ensure delivery of the plan through the effective use of all resources including:

- finance
- workforce
- service providers
- assets
- community and families and
- the impact of joint working which means we deliver more than the sum of our parts

In Manchester we consider the co-production of children, young people and families in delivery as critical. We do not want to build dependency but to ensure we build capacity, resilience and developing responsibility and ownership in families.

**9.4.1. In Manchester we will deliver on our priorities by implementing:**

- processes to communicate our commissioning intentions to internal and external providers
- clarity about which services we want to decommission, commission or keep
- clarity about how particular services will cohesively work together and meet our current priorities and
- clarity about how these will be built on in the future as we move forward to tackle the next set of priorities

**9.4.2. In Manchester, we will add value to our implementation by:**

- ensuring that the reshaped and redesigned services operate in a coherent and integrated way, and that the benefits from commissioning are delivered
- delivering benefits whilst ensuring that the business as usual activity and other change programmes remain on track
- progressing cultural alignment, which is about forging new cultures during the process of delivery
- ensuring the right employee retention, which concentrates on how to keep the best people during a period of uncertainty and to retrain our existing staff for future needs ( M people model)
- ensuring our workforce planning programmes identify and satisfy the balance between organisational demands and the supply of suitably skilled workforce
- ensuring good stakeholder communication which delivers proactive management of the key stakeholder expectations during developments and
- talent management which identifies and manages the organisations' talent in order to deliver the business needs and support change through having the skills and leadership required.

**9.5. Performance management/review and improve:** Performance management, review and improve is the section in the cycle that will check that our planning and delivery is producing the outcomes established and required in the needs analysis and priority outcomes setting. It will scrutinise costs and look for efficiencies. It will also support the creation a climate of high challenge and support in the trust, developing a strong performance culture for staff, to ensure that all children and young people to whom we deliver services are supported to reach their full potential and achieve the highest possible outcomes. It will develop clear expectations with internal and external providers about responsibility and accountability.

The voice of children, young people and families in evaluation performance is critical as is the views of Members.

#### **9.5.1. How will we do this? We will**

- establish performance frameworks that are accurate, set base lines and measure the right things at the right times
- develop a marketing strategy and new ways of working in procurement and internally that works with providers around present and future commissioning intentions
- supports market development and competition
- ensure all providers deliver on requirements, with penalties for performance failure
- setting performance meetings at different levels to support a performance culture and to ensure continual improvement
- continually take corrective actions when performance is not on track and
- being accountable, reporting to the Children's Trust Executive and local communities

#### **9.5.2. We will want to ensure that:**

- we deliver the CYPP
- continually improve outcomes and we
- deliver efficiencies

In order to do this we will monitor:

- all services through a performance management outcomes framework, which consider indicators, processes and outcomes
- how services are contributing to the priorities and adding value to each other
- management information such as parental and child satisfaction with the service and
- progress against evidence used as the rationale behind the original service design

## **10. DESCRIPTORS FOR THE COMMISSIONING CYCLE: CROSS CUTTING THEMES**

We want the following themes to underpin all we do in developing our commissioning work.

**10.1. Think Family:** The Family Strategy is based on the assumption that in Manchester, all partners delivering services from universal to specialist, working with either individual family members or groups of family members will expect their staff to adopt a whole family, holistic approach to all of their customers. We want to make life easier for families and so create a community where it is much simpler to have aspirations.

We see the family in its widest context, including children, parents, grandparents, elderly family members and others and recognise that families live in communities which both impact on them and which they impact both in a positive or sometimes, negative way. The Family Strategy supports a vision to develop communities where people want to live, play and work, where they take responsibility, but where the vulnerable are supported and have the opportunities to develop and contribute fully as well. This creates and supports community cohesion, whilst valuing diversity.

It is critical that we undertake all aspects of commissioning through the lense of thinking family. As this is also an underpinning standard.

**10.1.1. How will we do this?**

The Family Strategy will provide a challenge to our commissioning work. In Manchester we want to ensure:

- services commissioned meet the needs of the whole family
- we are confident that that we “think about families” when we design and commission services
- we evidence we do this
- we improve our performance in this area and
- we measure our successes and difficulties

**10.2 Family involvement in service shaping:** In Manchester, when considering how to involve families in service shaping (which overlaps with the next cross cutting theme), we want to give consideration to the following questions?

- which families are receiving services and what do they want?
- which families and residents are paying for services and what do they want?
- do they want the right things and are they doable given our priorities?
- how will our services support community cohesion and resilience?
- how will we be accountable to families?

When we work with families who receive services we want to ensure we build capacity and resilience in families and avoid dependency. The key to this is co-production.

When we work with families and residents who pay for services, we want to ensure that we deliver efficiencies, value for money and services that raise community expectation, ambition, resilience and cohesion.

**10.3 Stakeholder involvement in service shaping:** In Manchester we want to be clear who our stakeholders are, and what they might want in service shaping and are these expectations reasonable. In this context we want to be clear about the many customers and partners’ public services serve. It’s a complex picture, but if we take a bird’s eye view of this we can see the connections and interdependencies.

<b>Stakeholder</b>	<b>What they want</b>	<b>Connections and interdependencies</b>
Elected	Value for money, improved	Decide on budget allocation

Members	outcomes for residents for less money	and priorities for city. Hold a bird's eye view of how services for families contribute to key issues such as worklessness and reduced dependency and the local economy
Professional partners	Services to deliver on their priorities but also legal duty to deliver on CYPP	To pull together different agenda's into one vision and hold partners to account on delivery
Staff	Design and delivery, seeing a difference being made	Integrated working, strategy processes and governance
Voluntary and community sector	Access and development	Building capacity
Businesses	Strong economic communities, community, involvement	Mentoring, increasing skills of local workforce and benefiting local economy
Unions	Workforce issues addressed: fairness	To ensure that we take workforce with us with minimum disruption
National government	Are services contributing to national priorities and legal requirements	Delivery of national requirements locally
Regional and sub regional	The city to contribute to regional and sub regional priorities	Delivery of regional and sub regional requirements locally

**10.4. Workforce and Organisational Development and culture:** The key asset in public service delivery is the workforce. In Manchester, we value our workforce and want to support staff so that their ambitions and ideals align and resonate with business goals, they have pride in our city and they want the best for our residents. There are some key areas that we want to be sure we address with our workforce, particularly at a time of economic austerity and uncertainty.

**10.4.1. Underlying principles to our workforce strategy.** In Manchester we want to:

- build an empathetic people management style that builds trust
- be honest about what our challenges and difficulties are
- promote inclusion
- nurture high performance and
- promote responsibility and accountability

**10.4.2. Culture:** In Manchester we recognise the profound impact of organisational culture on employee performance. Within the trust, several



different cultures are coming together and the challenge is to allow creativity, difference and stimulus, whilst ensuring that a common underpinning culture enhances delivery and job satisfaction. We want to promote a work culture that:

- meets the needs and desires of staff, delivers on organisational goals and delivers outcomes wanted from the perspectives of the residents, families, and community
- ensures respect as a core value and the foundation of how everyone will work together
- gives all staff a voice in the decisions and supports them to feel part of our organisation
- promotes a whole think family focus
- develops flexibility and movement by the workforce (M People Model) and
- that recognizes and celebrates accomplishments

**10.4.3. Workforce Development:** In Manchester we want to develop the right competencies and skills of our workforce to deliver the right services that will deliver the right outcomes for families at the right cost. We want to create a flexible workforce that can move in terms of location and delivery quickly, able to transfer skills to new job descriptions. By harnessing political and partnership support to a common vision, we will build strong teams around a complex and unique range of professional skills and abilities to maximise the impact we can make.

### **10.5. Market Development**

In Manchester we recognise that to deliver effective value for money services that impact on outcomes we need to apply a consistent and coherent method to manage our markets. We want, as a direction of travel, to stimulate the local external provider market to deliver our services through the right market management.

**10.5.1. What do we mean by market development?** A well operating market exists when commissioners understand how to use market disciplines and a strategic approach to market development to improve the options, outcomes and value for money of services within the Children's Trust. The market can said to be functioning well when we analyse need accurately design services to address needs and we balance supply and demand at a price, quality and quantity that is effective.

In Manchester we want to use market based approaches to market management, because we think competition will encourage internal and especially external providers to

- better tailor their service to meet needs as this develops commissioner loyalty to the provider
- provide services to local residents and not to customers all over the region. (e.g. we have a lot of local private children's residential homes in the city with children placed from other LA's and Manchester children placed in children's homes out of the city.)
- use resources efficiently to deliver lower costs and value for money



- ensure a high quality product
- provide bespoke services rather than a one size fits all, providing consumer choice and
- create softer benefits such as transparency in costings and service offers

In addition we want to ensure that public spend on procured and internal services contributes effectively to building a sustainable future for our local communities. In a time of cuts, increasing business insolvency and increased economic and social inequality, we want to ensure that we understand the impact of local the economy and social and environmental factors on our policy spending decisions.

In developing our procurement and internal commissioning intentions we want to ensure:

- our services are committed to tackling local deprivation
- encourage procurement spend to organisations based in Manchester LA boundaries employing Manchester residents
- support local business sustainability
- develop effectiveness with efficiency savings and
- we build local economic resilience to change

**10.5.2. How will we do this?** We will consider several interlinked stands in developing our market development work:

**By building capacity in our local private sector economy:** We want to focus on building up the capacity locally of external providers to deliver effective services at efficient pricing that supports the local economy and community. We want to share with providers our short and long term commissioning intentions so that they can become business ready.

**By using the right levers to develop the market:** In Manchester, we want to access the right information at the right time to understand our markets. This will enable us to develop pricing and commissioning intentions over short medium and long term time periods. We want to develop overarching commissioning systems that regularises and ensure a bird's eye view of developments ensuring interdependencies work. (commissioning review board model)

**By building capacity in the voluntary sector:** We want to build capacity in our local small voluntary organisations and in the voluntary and community sector generally. We will use the learning from work undertaken through the Children's Fund to develop this work and build ways in which the smaller voluntary providers can work together and become ready for business. We would want to help local voluntary providers to:

- undertake a skills needs analysis of their community project and relate it to the trust commissioning intentions
- understand the benefits for both community and business working together and to

- develop the sustainability of their programmes with business support.

**By building capacity in families and local communities:** We know that many of our local communities and families have had their expectations and aspiration limited through economic and social poverty. We want our public services to develop local communities and families so that they are able to deliver themselves for their children and are able to effectively demand what they need from local services. We want to investigate how local business can become active in their communities facilitating a flow of staff skills from business to the community. A massive increase in civic activism and engagement would have a profound impact on our market development.

**By developing a good relationship with customers and families:** In Manchester we recognise the most important relationship that any commissioner will have is with those who use and pay for the service. We will ensure we do this well by carrying out high quality needs assessments and by giving users and customers a strong voice in the design, delivery and evaluation of services

**By direct participation in the market by providing services:** In Manchester we will ensure that we are not giving our own provision unfair advantage over alternative providers and that we operate a clear and consistent process that judges all provision on equitable terms and on outcomes. In order to do this we will ensure we cost our internal provision correctly. We will also recognise that decommissioning is an essential part of the process.

**By direct participation in the market by our procurement strategy:** In Manchester, we will ensure we introduce real competition in the tendering process according to value for money principles.

**10.6. Service Improvement and Redesign:** In Manchester we want to ensure that our focus on impact means we never lose sight of the fact that the purpose of organisational change is to improve outcomes for service users and citizens, whilst saving money. We will use our change programmes to investigate impact of current service design, analysis what works and what needs to be different and redesign what needs to change. In doing this we will make efficiencies and also eliminate non value adding activities or “waste”. We also ensure that redesign impacts on the customer journey, and that the redesigns add value to the whole. We will then develop and implement improvement plans and ensure changes are sustainable

**10.6. 1. How will we do this?** In Manchester our Children’s Trust Executive will also be our change management board that will oversee all redesign and improvements. They will ensure the right things are done at the right time, and that all redesigns add up to more than the sum of the parts. In addition we will ensure that service redesign considers:

- who our customer is including recipients, funders and other stakeholders
- our outputs and outcomes in customer terms
- our current position: the “as is” processes
- the “to be” processes

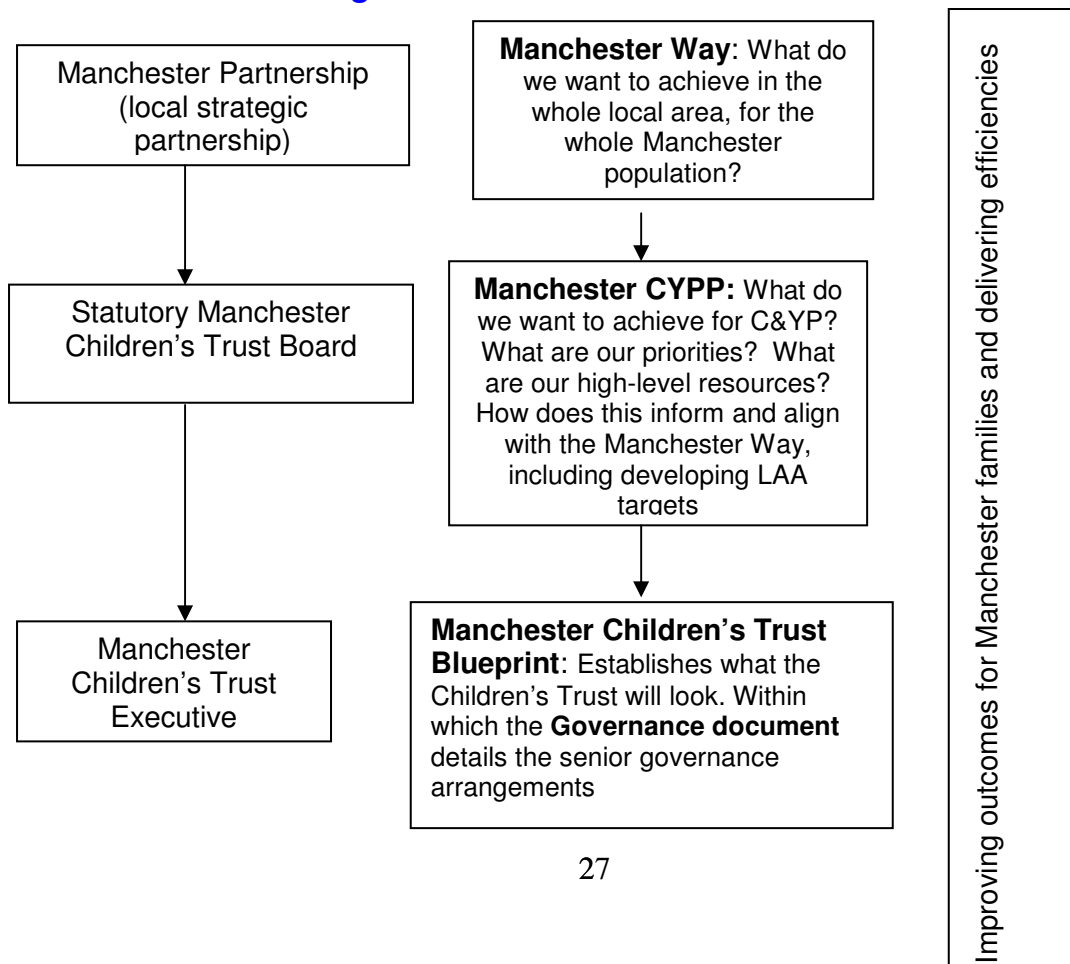
- the actions to move from “as is” to “to be” and
- ensure the process flow is based on “pull” (i.e. demand from the customer)

## 11. GOVERNANCE

In Manchester we want to enhance culture change with partners, to deliver a common vision for high performing, high challenge, emotionally intelligent, mature Children’s Trust organisation needed to deliver high outcomes for all children including the most vulnerable. We want to promote a culture that values professional expertise, ensuring that services are based on sound professional knowledge and evidence based outcomes. Paradoxically partnerships and organisations thrive on routine and the status quo. To deliver sustained new learning and ways of working, this must be driven through leadership. This requires effort, support, culture change and system change, seeing success as a process not a programme. Governance arrangements are therefore critical.

Governance arrangements have been agreed to ensure partners work effectively within the trust to deliver our desired outcomes. These governance arrangements will ensure the priorities and outcomes are achieved through effective commissioning of services using the Commissioning Framework to deliver this. They will hold individual partners to account. The way this will be done is now detailed in governance documents.

### 11.1 How will the governance structures oversee and govern the activity in the commissioning framework?





**Manchester Children’s Trust  
Commissioning Framework:**  
How we are going to meet the intentions and priorities set out in the Manchester CYPP, using the processes, information and infrastructure detailed in the Blueprint by using the Commissioning Framework?

The Manchester Children’s Trust document that articulates how partners set out how they will work and young people in the

Manchester Children’s Trust (CYPP) is the key document that articulates how partners set out how they will work and young people in the

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The Children and Young People’s Plan (CYPP) must inform and be informed by the development of the priorities in the Community Strategy “the Manchester Way” and the relevant targets in the Community Strategy delivery plan, the Local Area Agreement (LAA). The Manchester CYPP is formally agreed by the Statutory Manchester Children’s Trust Board and the Manchester Way is formally agreed by the Local Strategic Partnership, The Manchester Partnership. The Children’s Trust Board is a Statutory Board in its own right as well a thematic partner of the Manchester Partnership.

The Children’s Trust Blueprint sets out how the Children’s Trust in Manchester will work together over a three year period to deliver the outcomes detailed in the Manchester Children and Young People’s Plan. It sets out the details of what the Children’s Trust will look like in terms of its business processes, people, information, data systems and infrastructure to efficiently and effectively deliver its business. In addition, the governance document identifies the senior governance arrangements for the trust within the context of the Blueprint.

The Manchester Children’s Trust Executive will govern the delivery plan and monitor the outcomes of the work streams set up to deliver the CYPP. It will do this by ensuring partners use the Commissioning Framework effectively to ensure service design and delivery to meet needs, improves outcomes and deliver efficiencies. Key to this will be adopting a holistic approach to commissioning (including procurement) and working through the prism of Think Family.

**12. Support and challenge:** In Manchester in line with our intention to develop a high performing, high challenge, emotionally intelligent, mature Trust arrangement, needed to deliver high outcomes for all children including the most vulnerable we want to develop the culture climate of high challenge and support in all we do including developing our commissioning intentions.

**12.1. How will we do this?**

**By asking the right questions:** We should be asking from a strategic and organisational point of view

- is the service impacting on outcomes and how do we know this?
- Is the service contributing to other service delivery and priorities?
- is the quality good enough?
- is affordability an issue?
- is sustainability being developed or is this a problem?
- is the quantity too high or low to achieve objectives?

**By independent scrutiny and challenge:** We will ensure that we can evidence improvements by:

- independent inspections and scrutiny and improved performance indicators
- budget control and reduction
- accountability to customers
- delivery on CYPP outcomes and
- a real change in the lives, expectations, aspirations and outcomes for our families in the city

## Glossary of Terms and Legislation

**Outcomes:** Outcomes are end states. They can be states of well-being, or the desired positive result or impact of a service over time for an individual or the population as a whole.

**Outputs:** Outputs relate to the level of service and are often expressed in terms of service availability, volume, speed, delivery or quality.

**Inputs:** Inputs are the resources invested in a service to deliver the outputs.

**Processes:** Processes refer to the methods of working used to deliver the outputs.

**Performance Measures:** How we know the service is working eg, How much? How well? Is anyone better off as a result?

**Value for money:** Value for money (VFM) is a way of measuring the economy, efficiency and effectiveness of a policy, programme or service. It is a measure of the true value of the outcomes achieved per pound spent.

**Collusion:** Collusion occurs when a number of, or all, providers in a market make an agreement that prevents, distorts or restricts competition.

**Contestability:** The threat that new firms can enter the market makes incumbent providers act as if they already have.

**Market:** Any environment virtual or real, where buyers and sellers come together to trade goods and services.

**Market development:** To ensure good ECM outcomes for children and young people, we need to ensure that the market of service providers is robust, both in terms of the number and diversity of providers and the strength of the workforce.

**Co-production:** The effective design and delivery of services for children, young people and their families requires engaging directly with the children and young people involved. This means designing and delivering the service in partnership.

**Outcome-based measurement:** Translating commissioning ambitions into contracts requires the sophisticated use of outcomes measurement and outcomes-based contracting.

**Children Act 2004:** Section 10 of the Act is most relevant to the commissioning of children's services. It establishes a duty on local authorities to make arrangements to promote co-operation between agencies to improve children's well-being. This is defined by the five outcomes and a duty on key partners to take part in those arrangements. The accompanying statutory guidance, revised in November 2008, sets out in the Government's expectations of joint commissioning across all children's services, including health and social care.

**Childcare Act 2006.** Section 6-13 lays out legal powers and duties given to Local Authorities in relation to childcare market.

**Education and Inspections Act.** Section 6 lays out legal duties and powers given to local authorities in relation to positive activities for young people market.

**The Apprenticeships, Skills, Children and Learning Act 2010:** extends the range of Manchester Children's Trust partners to include maintained schools, Academies, sixth form and further education colleges, and Job Centre Plus, makes the Manchester Children's Trust Board a statutory body, so that it can have specific functions, gives the Board legal responsibility for preparing, publishing and monitoring the Manchester Children and Young People's Plan, which describes how our Children's Trust will improve children's lives in Manchester, so that it is 'owned' by the full Children's Trust partnership