

Item No. 14.	Classification: Open.	Date: 31 October 2017	Meeting Name: Cabinet
Report title:		New Commissioning Model and Common Outcomes Framework for the Voluntary and Community Sector	
Ward(s) or groups affected:		All.	
Cabinet Member:		Councillor Barrie Hargrove, Communities, Safety and Leisure	

FOREWORD – COUNCILLOR BARRIE HARGROVE, CABINET MEMBER FOR COMMUNITIES, SAFETY AND LEISURE

We saw a need to develop a new and different voluntary and community sector strategy for Southwark, *Common Purpose Common Cause* which we launched last year. Our strategy is ambitious and our goal is to help the voluntary and community sector (VCS) to thrive and meet the needs of all our communities. To make that happen we have been working with our partners in the VCS and the clinical commissioning group (CCG) to develop a new approach to commissioning. We wanted to develop a better shared understanding of what we are all working towards achieving in Southwark.

The new commissioning model and common outcomes framework sets out the impacts and changes we want to see happen. Working with our partners we can make our vision for the VCS strategy to build and sustain strong, cohesive communities where no one group or community is left behind a reality. We want to improve outcomes for residents and this framework will help us make that happen. The headline outcomes in the framework are communities that are safer, healthier, engaged, greener and vibrant. Under the headlines is more detail about the most important changes and progress that will improve the lives of all our residents and in particular of those who face more challenges.

When the strategy was launched we talked about our proud history, a solid sense of community and a great ability to transform and renew. Our strengths are those of tolerance, cohesion and diversity. And the voluntary and community sector (VCS) embodies all of this, alongside a determined independence, fairness and energy, to deliver the very best for residents in Southwark. That's why the contribution of this sector is crucial to the future shape of the borough and the wellbeing of its people.

RECOMMENDATIONS

That the cabinet:

1. Approves the adoption of the Southwark Common Outcomes Framework (SCOF) and a new outcome-based commissioning model developed by the council, Clinical Commissioning Group (CCG) and voluntary and community sector (VCS) at Appendix 1.
2. Notes the changed arrangements to improve co-ordination and planning of commissioning in paragraph 14.

3. Instructs officers to implement the new outcomes based approach to commissioning set out in the documents listed in paragraph 15 in this report.

BACKGROUND INFORMATION

4. The scale of the financial challenges that the council and CCG faces means that the need to reduce the transactional costs for the council and the VCS and bring even greater focus on efficiency, value for money, clear and measurable outcomes and partnership working remains an overriding imperative.
5. Both the Local Early Action Report and *Common Purpose Common Cause*, Southwark's tripartite Voluntary and Community Sector Strategy 2017-2022 approved by Cabinet and the CCG in October 2016, recommended that a new cross sector strategic approach to commissioning is put in place by the council and the CCG.
6. The broad aim of the Early Action Commission was to make a series of recommendations about how organisations such as the local council, NHS, police and voluntary sector can work together to prevent problems that damage people's lives and trigger future demand for services.
7. The vision for the VCS Strategy is, "*To support a sustainable, confident and resourceful voluntary and community sector that can work alongside the public and private sector to deliver the best outcomes for Southwark residents.*"
8. The VCS Strategy's key objectives are:
 - Improving outcomes for residents that reduces and prevents future demand on high cost, high demand services
 - Sustaining and building strong, cohesive communities where no one group or community is left behind.
9. In order to realise the vision, achievement of the following two key priorities will demonstrate its success:
 - Create better partnership working to improve outcomes for residents
 - Improve commissioning and grant-giving to focus on outcomes
10. In response to these messages a report, *Strategic Coordination of council commissioning* was taken to cabinet in December 2016. This approved a number of recommendations to improve the oversight and coordination of council and CCG commissioning.
11. The report described the VCS strategy as a new deal with duties and obligations on both sides referring to the council, CCG and the VCS. The VCS expects improved collaboration and co-production on the part of the council and CCG. The council and CCG's expectation is that in return for the funding the VCS will be accountable for the delivery of agreed outcomes and will be able to demonstrate impact.

KEY ISSUES FOR CONSIDERATION

12. The SCOF will provide a shared understanding of commissioning outcomes and improve the ability to deliver them. Working together with Southwark's

communities the council, the CCG and the VCS will have a greater shared clarity on the desired impact of commissioning plans and how these are being achieved.

13. The changes to how commissioning is coordinated, with all council departments working together and with the CCG and VCS as a strategic partner, is intended to deliver better outcomes for residents through improved collaboration and sharing of intelligence.
14. The following actions have been completed in response to the commissioning report.
 - A council-wide senior officer commissioning board made up of strategic directors and the director of commissioning has been set up to oversee the planning and strengthen the governance arrangements around voluntary sector commissioning.
 - Reporting to the board a cross-departmental group of commissioners and the Head of Procurement have been working to improve co-ordination, remove duplication and build commissioning expertise and resources.
 - Officers from the Communities Division, Local Economy Team, Children's & Adults Services and Public Health have led on the development of the resources which have been formally approved by the commissioning board. They are beginning to deliver a whole systems approach to commissioning.
15. The new resources which will build upon existing good practice and will be published are as follows:
 - The Southwark Common Outcomes Framework (SCOF) Appendix 1
 - A VCS Commissioning Forward Plan 2017-2022 which lists the totality of currently commissioned services both statutory and discretionary, how they are commissioned and when they end Appendix 2
 - A screening checklist for VCS commissioning Appendix 3.
16. The Commissioning Forward Plan is checked against the commissioning programmes collated by the Communities Division and published on the council website as part of the Open Data policy. This means that as well as a complete picture of council spend on the VCS there is now a forward plan relating to existing commissioned services.
17. The SCOF will act as a single commissioning plan for the council and CCG providing a framework where impact will be measured by the contribution made by the VCS to establish and sustain strong and flourishing communities.
18. Recognising the contribution made by the VCS not just as a service provider but as a strategic partner is essential to taking a whole systems approach to commissioning. The aim of co-producing services as part of the commissioning cycle is to maximise the sharing of knowledge and the opportunities offered by effective partnerships. This in turn means that there will be less emphasis on the more target driven quantitative approach to delivering outcomes which is a feature of a client / provider split.

19. In order to enhance the effectiveness of this engagement Community Southwark has reviewed the borough wide VCS engagement structure. A number of new thematic Provider Led Groups (PLG) has been put in place. These provide a network of service providers with whom commissioners can engage to develop plans and co-produce services.
20. Examples of this structure working effectively include the collaboration that took place with the Children/Young People PLG and has resulted in the Youth and Play Grants Programme awards. Another example is the ongoing work around service reconfiguration for older people and the Consortium of Older People's Services in Southwark (COPSINS).
21. The SCOF has been developed to align with existing council, CCG and VCS plans. The Social Regeneration Framework that is being developed by Public Health has also adopted the framework headings listed below as these capture the most important priorities drawn from the Fairer Future promises and Southwark Five Year Forward View to which the VCS can make a contribution.
 - Safer communities
 - Healthier communities
 - Engaged communities
 - Greener communities
 - Vibrant communities
22. The outcomes have been agreed with VCS partners and the CCG. They provide sufficient flexibility to enable service providers and grantees to identify the key areas where they will make an impact. Further work will take place to allocate agreed indicators against which the achievement of the outcomes will be measured.
23. A New Local Wellbeing Indicator set is available for local authorities, public health leaders and Health and Wellbeing Boards. This new set is the product of a six-month scoping project co-commissioned by the ONS and Public Health England in collaboration with the What Works Centre for Wellbeing and Happy City. The Indicator set will form a useful tool as the basis for a Southwark indicator set.
24. The SCOF will be reviewed on an annual basis to ensure that it remains a framework for continued engagement and that there is a mechanism to review gaps and make amendments.
25. The Commissioning Officers Group's (COG) next priorities will consider how best to develop the embedding of this more coordinated commissioning approach. This will include:
 - Identifying where further simplification of process can be made leading to lower transactional costs for both the council and the VCS
 - Identifying areas of service commissioning (Information Advice and Guidance is the first one) where starting with a totally new approach may result in improved services and better value for money
 - Identifying areas of duplication and the reasons for this
 - How to ensure that data on indicators and outcomes achieved is shared across all partners to improve future commissioning
 - Planning a partnership conference on the framework outcomes to celebrate achievements and identify challenges which could focus on the contribution

of thematic areas to delivering both these and the Social Regeneration outcomes

- Use intelligence gathered to seek additional external investment and innovative ways to address challenges
- Develop more of an ongoing feedback loop within the commissioning cycle so that intelligence is available and shared across partners to enable changes to be made
- Ensuring that the COG works to deliver the VCS Strategy key strategic objectives.

26. As a result of these changes a number of commissioning programmes have moved from discreet departmental areas e.g. Community Safety grants moving to Children's and Adults Services. In other areas e.g. Youth Services, major service redesign linked to budget reductions have meant that a new approach is needed for future commissioning.

Policy Implications

27. In addition to the policy initiatives set out above, the recommendations of this report support a number of council policies and strategies, including:

- Health and Wellbeing Strategy
- Social Regeneration
- Approach to Equality
- Economic Wellbeing Strategy
- Families Matter
- Homelessness Action Plan and Homelessness Prevention Protocol
- Southwark Domestic Abuse Strategy.

Community impact statement

28. The initiatives and recommendations of this report are intended to have a significant positive impact on the community and to improve standards of the delivery of outcomes across the three partners.

29. There is a legal duty on local authorities, in the exercise of their functions, to have due regard to the need to promote equal opportunities, eliminate discrimination and to promote positive community relations between people with a protected characteristic and people without.

30. The vision of the SCOF in delivering a more outcomes based commissioning approach is to build and sustain strong, cohesive communities where no one group or community is left behind.

31. The VCS Commissioning Forward Plan attached as Appendix 2 sets out service areas that are currently commissioned and for which in the future the SCOF will be used. In many cases the services listed in the plan provide additional targeted support for people with protected characteristics for example older people, people with disabilities, women and people from a range of different communities of identity and interest.

32. In developing the framework partners have carefully considered the wording of the outcomes. As well as promoting positive outcomes for Southwark residents generally, the outcomes are intended to ensure that for particular groups of

people with protected characteristics commissioned services will meet the specific needs of those groups. The SCOF is intended to provide sufficient flexibility for organisations to demonstrate in their bids how they will evidence the impact their services will make and who the service beneficiaries will be.

33. The next step is to do more detailed work on developing a set of indicators to show progress against an outcome. The group of people working on the indicators will include community representatives and a full community impact assessment of the indicators that sit beneath the SCOF will be carried out to ensure due regard to the Public Sector Equality Duty has been achieved.
34. The Screening Checklist for VCS Commissioning attached as Appendix 3 includes within Stage 2, Strategic screening a question about the need for an Equality Impact assessment.
35. As part of the process of developing the framework a draft version was presented to a VCS event in May 2017 at which representatives from a range of organisations representing communities of interest were asked their views and to comment on the overall approach and the contents of the framework.

Resource implications

36. The changes to commissioning have been made within the council's budgetary framework.

Consultation

37. Consultation on the SCOF has taken place with the VCS at an event in May 2017 at which the council, the CCG and the sector met to discuss progress on the early stages of developing an action plan for the implementation of the strategy. The framework was well received and amendments have been made to take these into account. It is intended to be a living document and will be revised and updated to maintain its relevance.
38. The VCS have been asking for a forward plan of VCS Commissioning so have welcomed its availability as a valuable resource which will support understanding of how service provision is currently commissioned and planning.
39. Consultation has also taken place with locally based independent funders who have indicated their support for this approach.
40. The SCOF has been approved following further revision by the Commissioning Board.

SUPPLEMENTARY ADVICE FROM OTHER OFFICERS

Director of Law and Democracy

41. Cabinet is recommended to approve and adopt the Southwark Common Outcomes Framework as described in the report.
42. The proposed commissioning model and outcomes framework bears on the council's relationship with the voluntary sector, and as such Cabinet is empowered to agree the recommendations in this report, pursuant to part 3C

of the council's constitution.

43. The council is subject to the "Best Value" duty (Local Government Act 2003) to "make arrangements to secure continuous improvement in the way in which functions are exercised, having regard to a combination of economy, efficiency and effectiveness". The government's Best Value Statutory Guidance requires the council to approach "value" as including economic, environmental and social value, and to be responsive to the needs of the voluntary and community sector. The council's approach as outlined in this report appears to be consistent with these duties.
44. Cabinet is reminded that the council is subject to the public sector equality duty in section 149 Equality Act 2010, and attention is drawn to the community impact section of the report in this regard. The duty requires the council, in the exercise of all its functions, to have due regard to the need to:
- a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- The duty is a continuing one.
45. Cabinet is referred to the consultation undertaken, as described in paragraphs 37 to 40 of the report.

BACKGROUND DOCUMENTS

Background Papers	Held At	Contact
Strategic coordination of council commissioning	Housing & Modernisation, Communities Division, 160 Tooley Street	Stephen Douglass 020 7525 0886
Link: (copy and paste link into browser) http://moderngov.southwark.gov.uk/documents/s65506/Report%20Strategic%20Coordination%20of%20Council%20Commissioning.pdf		
Common Purpose: Common Cause Southwark Voluntary and Community Sector Strategy 2017-2022	Housing & Modernisation, Communities Division, 160 Tooley Street	Stephen Douglass 020 7525 0886
Link: (copy and paste link into browser) http://moderngov.southwark.gov.uk/documents/s64611/Appendix%203%20Common%20Purpose%20Common%20Cause%20VCS%20Strategy%202017%20-%202022%20c.pdf		

APPENDICES

No.	Title
Appendix 1	Common Outcomes Framework
Appendix 2	VCS Commissioning Forward Plan
Appendix 3	Screening checklist for VCS Commissioning

AUDIT TRAIL

Cabinet Member	Councillor Barrie Hargrove, Communities, Safety and Leisure	
Lead Officer	Gerri Scott, Strategic Director of Housing & Modernisation	
Report Author	Stephen Douglass, Director of Communities Genette Laws, Director of Commissioning	
Version	Final	
Dated	18 October 2017	
Key Decision?	Yes	
CONSULTATION WITH OTHER OFFICERS / DIRECTORATES /CABINET MEMBER		
Officer Title	Comments Sought	Comments Included
Director of Law and Democracy	Yes	Yes
Strategic Director of Finance and Governance	Yes	Yes
Strategic Director of Children's and Adults Services	Yes	Yes
Director of Transformation and Performance, NHS Southwark Clinical Commissioning Group	Yes	Yes
Cabinet Member	Yes	Yes
Date final report sent to Constitutional Team	19 October 2017	