

Doncaster Metropolitan Borough Council

Commissioning Plan

Executive Summary

Version 7

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1. Background

Commissioning is at the heart of delivering the transformation of Adults Health and Wellbeing (“AHWb”) for citizens of Doncaster. Alongside our community led support model, new technology and improved social care practice, commissioning will significantly reshape the services our residents’ experience. Commissioning new services, decommissioning services which are no longer required and managing our markets well is critical to delivering improved services, independence and value for money. The reality of new commercial models and contracting arrangements is that there needs to be trust with our suppliers. As times get harder, the changing and maturing relationships with suppliers will be essential in achieving good outcomes for the Authority, our suppliers and, most importantly, the people of Doncaster.

The Commissioning Plan is a working document to support us to deliver on this transformation. Importantly, better commissioning is central to achieving the targeted budget savings for AHWb.

The Adults Transformation Programme report in November 2016 set out the requirements for a new commissioning model and we have subsequently built on this. Our vision for our Commissioning and Contracts function is that is intelligence led, supported by improved market engagement, proactively shapes the kind of care market we want to see, operates at a range of levels – personalised, locality and strategic – and ultimately moves towards a model which is integrated with our partners as part of the Place Plan.

To deliver on this objective, our Commissioning Plan covers a four-year period – initially focusing on the critical priorities facing us, but progressively becoming more transformational.

There is a need to work with our users in a different way, such as co-design and testing. Technological advancements are creating the ability to fundamentally shift how we deliver care and work with providers; something that needs to be built in partnership with the market and families. There is also a need to reflect the challenges experienced by the Service in recruiting suitably qualified and experienced staff to the currently vacant posts.

This plan builds on a range of successes over the past 12 months – during which the Council has, for example, reprocured its home care arrangements, negotiated with suppliers on key pricing issues and managed the decommissioning of some services. We have also focused on improving our audit tools to support quality services.

2. Scope of the Commissioning Plan

The Commissioning Plan covers 3 key issues: the activities we need to deliver, the shape of the team we need to deliver them, and what this means for the various contracts currently in place with providers.

In terms of the activities we deliver, a ‘long list’ was created that covers 4 key areas; Improvement Projects, Other Commissioning Priorities, General Business as Usual and Longer Term Transformation.

Improvement Projects

To ensure available resources are allocated to top priority projects, the Directorate has recently reviewed all of its improvement activities and created a revised improvement programme. The result is the allocation of all Improvement Projects into 1 of 4 categories, with Category 1 consisting of the business critical projects that must be resourced by the Directorate, the Commissioning and Contracts team and Procurement team. The 4 categories are as follows:

- Category 1 – Mission Critical - These projects have been identified as top priority in terms of committed financial savings, essential service change needed to enable wider transformation, reputational risk, etc.
- Category 2 – Significant Business Commitments - Items in this category represent significant areas of committed / must do activity. Many of these are already underway. If any of these projects are deemed a priority (i.e. for inclusion in Category 1 above), then this will require appropriate resourcing and action
- Category 3 – Enablers - Items in this category represent activities that are needed to improve the core business operations of the Directorate (such as Workforce Development, Internal Audit quality improvements and this Commissioning Plan)
- Category 4 – Longer Term Work – This list includes areas of work that have been identified as potential projects but which, for the time being, are not seen as immediate priorities but which will need to be delivered in due course (such as a strategic way forward for Dementia and Day Services)

Other Commissioning Priorities

In order to ensure the 'long list' included all key contracts and activity (irrespective of whether the activity was included within one of the Improvement Projects referred to above), a schedule of key contracts and activity was collated with the team. This included the 4 high value contracts associated with Supported Living, Complex Lives, RDaSH negotiations and CCASH.

General Business as Usual (BAU)

In addition to the Other Commissioning Priorities, there are various other activities that have significant resource implications for the Commissioning and Contracts team. These include the core activity of the function (general procurement advice, provider action plans, managing off contract spend, contract monitoring / auditing, provider meetings, FOIs, annual fee uplifts, general brokerage work and attendance – and prep for – various panels and steering groups), as well as operational support and general line management. This also includes a new initiative called Revised Ways of Working, which will look to address issues with workload, governance and senior management of the team.

Longer Term Transformation

There was also a need to consider the longer term aspirations of the Directorate (maximising the benefits of co-commissioning with partners such as Health and realising the benefits of fully integrated, place based working). Whilst further work is needed to define the exact details of this future transformation (and delivery options available), 6 areas of opportunity have been identified:

1. Working Age Adults - provision only for those with most complex needs, day care being outcome and employability focused, integrated working with partners supported through innovative use of technology and analytics
2. Older People - provision only for those with most complex needs, constant assessment through innovative technology to support care at home, revised day care offer making best

use of partners and third sectors, all supported through clear commissioning intentions with modelled supply and demand

3. Home Care - sector effectively engaged with the CLS model to reduce formal care demand and provide a holistic response, reduced dependency and bureaucracy and SLPs awarded Trusted Assessor status; all enabled through a more stable market
4. Assistive Technology - innovative use of technology that is continually refreshed through active engagement with local and national market to identify new technology offers
5. Supporting People - Holistic approach, linked with Complex Lives work, supplemented with alternative contracting models
6. Mental Health - holistic offer that takes into account both clinical and social needs of service users and supports them to lead an independent life

Contracts

With respect to the various contracts with providers, we currently manage 211 contracts (inclusive of Care Home agreements), which range in value from £100k to £19.5m. All these contracts have – where appropriate – been allocated (by the Commissioning and Contracts team) against the scope items referred to above.

Estimating resource requirements

For each activity on the 'long list', the amount of input required from the various Commissioning and Contracts team members was estimated. This was based on a high level assessment of the percentage of an FTE required, i.e. 50% equates to 2.5 days a week. The results of this high level assessment are summarised later in this report. These estimated figures are subject to further validation as the requirements of the Improvement Projects are clarified by the Directorate and in line with the results of the Revised Ways of Working initiative.

3. Setting our priorities

Given the pressures on resources and finances, there is clear need for further prioritisation across the full suite of required activity. In addition to the prioritisation already completed by the Directorate across the various Improvement Projects, further work was required to ensure that the most important contracts and initiatives receive the appropriate level of input and monitoring, with smaller contracts being managed appropriately. Other Commissioning functions (such as Buckinghamshire) have also developed a contract management stratification approach to reflect the need to tailor the input based on resources available.

The 'long list' created from the above scope items was then assessed in terms of priority using a MoSCoW Analysis (i.e. defining those activities the commissioning function Must do, Should do, Could do and, finally, if relevant, Won't do). This was based on an assessment of the following:

- Current understanding on the requirements of the Improvements Programme
- Whether there are significant short term issues which need to be addressed
- Addressing commercial risks around breaches and waivers
- Whether they support delivery of savings plans
- Whether early transformation of services is required

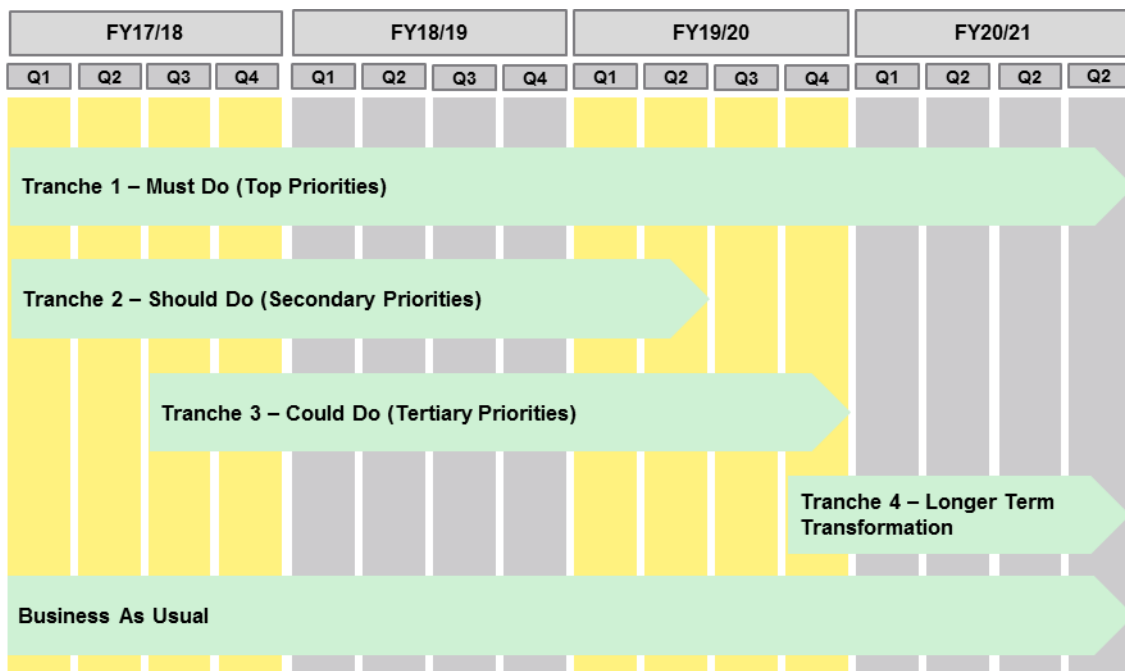
This led to the creation of 5 Tranches of activity as follows:

1. Must Do – projects and Other Commissioning Priorities where Commissioning and Contracts resources must be allocated to support their successful completion
2. Should Do – projects and Other Commissioning Priorities where Commissioning and Contracts resources should be allocated if available
3. Could Do – longer term Improvement Projects and remaining Other Commissioning Priorities
4. Longer Term Transformation – yet to be scoped activity to achieve the target state across the 6 areas outlined above
5. Business As Usual

In order to support the wider Improvement programme agenda, Tranche 1 of the plan includes all the Category 1 Improvement projects and a number of projects from other categories. This includes defining, agreeing and rolling out a clear Breaches and Waivers process and addressing a number of contracts that are due to expire before March 2018. Further detail on the approach to Breaches and Waivers is provided later in this Executive summary.

During this period, there is a need for stability and clear direction for the Commissioning and Contracts team; both in terms of the priorities they are tasked with and the support from senior leadership. Whilst Tranche 1 includes significant project and BAU work, there is a need for a tactical approach review (through Revised Ways of Working, i.e. ensuring suitable resources across the levels of seniority, potential support to stop doing certain, non-core commissioning activity such as chasing bad debt or carrying out all preparation for various panel meetings).

The results of this activity are summarised in the Summary Delivery Plan (which is itself built upon more granular information); a copy of which is included alongside this Executive Summary. The Summary Delivery Plan is also reflected in the below Plan on a Page:



4. Resourcing our priorities

Our Commissioning and Contracts team has an estimated establishment of 36.6 FTE (including the Head of Service); currently with 5 vacancies. This is as per information provided by the Head of Service for Contracts and Commissioning.

The current team is split between Commissioning and Contracts – both reporting into the Head of Service).

Commissioning - there are 2 Commissioning Managers, managing 4.8 FTE Commissioning Officers, a Commissioning Support Officer and a Business Support Assistant. Another Commissioning Manager and the Lead Commissioning Officer post are currently vacant.

Contracts – the balance of the Establishment (24.7 FTE, including vacancies, excluding the Head of Service) are part of Contracts. There is 1 Contracts Manager with 10 reports (12 including vacancies), with one of those reports (Deputy Contract Manager) having 9 reports (10 including vacancies) covering Contract Monitoring. The remaining posts are Brokerage, the Lead for which is one of the reports into the Contracts Manager.

Whilst the above indicates a clear majority of team members sitting within Contracts (as opposed to Commissioning), the Service has confirmed that 3.8 FTE (plus one vacancy) of the Contracts team are performing Commissioning roles.

The current structure and FTE allocation are therefore subject to verification and validation by the function as part of a wider piece of work, but a working copy is included in Appendix A.

This team has had a range of continuity issues, with resources in key positions leaving and a lack of stable senior leadership over a period of time. Options are currently being considered to increase capacity within the team and this plan focuses on assessing the capacity and capability required to deliver our plan and transformation objectives. Part of the work to consider these options will include a review on the type of work being delivered by the two teams (Commissioning and Contracts) and provide clarity on how best to utilise capacity, taking account of the skills and experience of the individuals within the team.

Estimated resources required

Based on the plan above, this work has estimated the skills and capabilities required to deliver against the priorities identified earlier. The figures provided below have been calculated based on the team's current and anticipated commitment levels against each element on the 'long list' and demonstrate the impact of the aforementioned lack of prioritisation and senior level direction. The results of this assessment are shown below:

Commissioning and Contracts team area	Current Headcount (excluding vacancies)	Estimated Year 1 (FY17/18)	Estimated Year 2 (FY18/19)	Estimated Year 3* (FY19/20)	Estimated Year 4* (FY20/21)
Head of Service	1 FTE	2 FTE	1.5	1 FTE	1 FTE
Commissioning	8.8 FTE	24.2 FTE	18.7 FTE	12.7 FTE	8.2 FTE
Contracts	21.8 FTE	21.8 FTE	21.8 FTE	21.8 FTE	21.8 FTE
Tranche 4 Transformation*				TBC *	TBC *
Totals	31.6 FTE	47 FTE	42.5 FTE	TBC	TBC

* The estimated figures do not include any required input for the Longer Term Transformation as the activity associated with Tranche 4 cannot be scoped at this stage. As per the above plan, it is anticipated that this activity will commence in Year 3, but again this is subject to further direction and clarity from the Directorate, future discussions with Health et al regarding co-commissioning and final scoping of the various Improvement Projects.

The above assessment is also based on the following:

- Input required for all Improvement projects is based on the Commissioning and Contracts team's current understanding of the requirements and timescales of those projects at this stage (as the scoping of these projects is still work in progress outside of the Commissioning and Contracts team)
- Very high level assessments made on improvement project durations where these have not been provided or are not available (generally set as 12 months, although it is acknowledged that some projects will be longer in duration, e.g. where financial savings targets are in place over a 4 year period)
- The current understanding of commitment required in later years is understandably less formed at this stage. There is therefore a risk that the projected resource requirements above will increase for later years as the scoping of all Improvement projects and longer term transformation is progressed
- All input requirements for improvement projects are estimates until projects are formally scoped through Directorate PMO. Assessments of input are therefore very likely to change and therefore this plan will need to be subject to ongoing review and updates
- All additional input required resulting from the above assessment has been allocated against Commissioning

5. What needs to change

The key issue identified is one of capacity, not capability. As can be seen, the projected input required is in excess of the available resource. The two options available are therefore to either increase the resources available, or reprofile the priorities and input required to match the available resource (albeit the priorities are, as outlined earlier, driven by the target savings and commercial risk). Clearly, the estimated input required across the various Improvement projects needs to be validated as part of the scoping of these projects, as the result could have a significant impact on the overall projections.

The delta between the current FTE headcount and the estimated resource required is significant. Given the difficulties experienced by the team in filling the existing vacancies (due to the lack of suitably qualified and experienced candidates in the local market), there is a need to look at all options available to bridge the gap.

In addition, the volume of activity summarised above, coupled with a current lack of clear prioritisation, has led to the team working in a consistently reactive way. This also does not allow the managers to be as strategic / forward looking as they will need to be moving forward. In line with the Doncaster Place Plan and the transformation aims outlined earlier, the function needs to have both the capacity and capability to build the foundations to support future joint commissioning

and working with partners; all based on a clear, coordinated strategic approach and direction. This will be addressed through the 'Revised Ways of Working' initiative included in Tranche 1.

There is therefore a clear need for additional, senior support (in addition to the core support to satisfy the plan outlined earlier) to drive progress towards the aspirational modern function and provide the protection and guidance.

- Provide oversight, control and support to ensure process is delivered effectively
- Set clear expectations of every role. All should understand their responsibility in engaging with customers and assessing impact to drive customer centric services
- Enable collaboration to be at the forefront of ways of working to build a high performing workforce, learning from one another and placing value on clear, honest, transparent communication across teams
- Allow capacity will be released from managing day to day business operations to allow focus on commissioning activity meaning a rebalance of capacity across the department

The key changes required are therefore:

1. The provision of key additional delivery resources (noting that the gap between current resources and projected resource requirements will change as the estimated resource requirements are firmed up)
2. The provision of senior, experienced resources to provide the leadership, drive and energy that the team will need to succeed
3. A review of the options available to bridge the resource gap (i.e. leveraging capacity from other areas of the Directorate / Council and reviewing the workload allocation, potentially leading to changes in the allocation of team members between Commissioning and Contracts where appropriate)

Changes 1 and 2 are in accordance with the Additional Capacity Business Case that was approved by the Adults Improvement Board on the 26th September 2017 and options for bringing in this required additional capacity are currently being developed. An early action has already been taken to address the lack of senior leadership by bringing in the current Head of Procurement, Denise Bann, as Strategic Lead, Adults Commissioning on an initial, 3 month temporary basis. ; a role that will lead the Revised Ways of Working initiative that will include the review on options available to bridge the resource gap.

6. Approach to breaches and waivers

As a result of the lack of clear direction and prioritisation, there have been a number of contract breaches and CPR waivers required. In order to address this issue, and as a result of Denise Bann joining the team on a temporary basis in the role of Strategic Lead, Adults Commissioning, it is proposed that suitable support from Corporate Procurement is arranged to mitigate the risk of further breaches, whilst the Commissioning and Contracts function review and establish the Revised Ways of Working and focus on the various other priorities as outlined above.

The overall position on breaches and waivers is as per the Audit Committee Report entitled 'Breaches and Waivers to the Council Financial and Contract Procedure Rules'; part of the Agenda for the Audit Committee meeting on the 26th October 2017.

7. Key Areas of Risk

The key areas of risk facing the Council as a result of this plan are:

Risk	Proposed Mitigation
The priorities change; either to the stratification of the Improvement Projects or more strategically	The Delivery Plan is a live document and is based on the current understanding on strategic and tactical priorities. Any changes to this understanding need to be reflected in the Delivery Plan and the resultant implications
The scoping of the Improvement Projects result in significant changes to the input required from the Commissioning and Contracts team	The scoping activity for all Tranche 1 and Tranche 2 Improvement Projects is carried out as soon as possible by the Directorate (with input from the Commissioning and Contract team), with any resultant changes to the input required being captured in the Delivery Plan and implications assessed
The Revised Ways of Working initiative does not yield the required results in terms of workload, governance and senior management of the team	Initiative to commence as soon as possible with the scoping of this activity to include relevant members of the Directorate. Commitment required from all parties that the new ways of working will be complied with. Risk partly mitigated through Denise Bann taking up roll of Strategic Lead. Directorate support also required in relation to the reallocation of non core Commissioning and Contract team work (such as preparation for various panels and chasing bad debt)
Sufficient support from Corporate Procurement cannot be released to address breaches and waivers	Discussions to commence as soon as possible to agree feasibility of this approach and confirm the arrangements. Risk partly mitigated through Denise Bann taking up roll of Strategic Lead
The required additional support to bridge the resource gap cannot be secured	Look at all options available, including support from other areas within the Council. Ensure ongoing recruitment activity as detailed in the Additional Capacity Business Case that was approved by the Adults Improvement Board on the 26 th September 2017 reflects the results of investigations into other support options

8. Next Steps

Following the completion of the Commissioning Plan, the next steps for the Commissioning and Contracts team are as follows:

1. Commence the Revised Ways of Working initiative (including reviewing all options on how to bridge the resource gap identified)
2. Review and agree how to implement the Delivery Plan, how to communicate this to the team, how to manage updates in line with further clarity on input requirements and how to measure achievement of and compliance with the Delivery Plan
3. Continue to progress with the securing of additional resources identified within the Business Case that was approved by the Adults Improvement Board on the 26th September 2017

Head of Service
37 Hours

Vacant
Lead Commissioning Officer
37 Hours – Grade 10

Vacant
Commissioning Manager
37 Hours – Grade 11

Interim
Contracts Manager
37 Hours – Grade 11

Interim
Commissioning Manager
37 Hours – Grade 11

Commissioning Manager
37 Hours – Grade 11

Deputy
Contracts Manager
37 Hours – Grade 9

Commissioning Officer
37 Hours – Grade 9

Commissioning Officer
37 Hours – Grade 9

Commissioning Officer
30 Hours – Grade 9

Commissioning Officer
37 Hours – Grade 9

(Secondment)
Commissioning Officer
37 Hours – Grade 9

Contract
Monitoring Officer
37 Hours – Grade 8

Commissioning
Support Officer
37 Hours – Grade 6

Vacant
Contracts Officer
37 Hours – Grade 9

Contracts Officer
37 Hours – Grade 9

Contracts Officer
37 Hours – Grade 9

Contracts Officer
37 Hours – Grade 9

Contracts Officer
30 Hours – Grade 9

Contract
Monitoring Officer
22.5 Hours – Grade 8

Contract
Monitoring Officer
37 Hours – Grade 8

Business
Support Assistant
37 Hours – Grade 5

Senior Brokerage
Co-ordinator
37 Hours – Grade 7

Vacant
Contracts Support Officer
37 Hours – Grade 7

Contracts
Compliance Officer
37 Hours – Grade 7

Contracts Support Officer
37 Hours – Grade 7

Contracts Support Officer
30 Hours – Grade 7

Contract
Monitoring Officer
37 Hours – Grade 8

Brokerage
Co-ordinator
37 Hours – Grade 5

Business
Support Assistant
22.5 Hours – Grade 5

Contracts Quality and
Monitoring Assistant
37 Hours – Grade 5

Contract
Monitoring Officer
35 Hours – Grade 8

Apprentice
37 Hours – Apprentice
Grade

Vacant
Contract
Monitoring Officer
37 Hours – Grade 8

Contract
Monitoring Officer
37 Hours – Grade 8

Contract
Monitoring Officer
37 Hours – Grade 8

Contract
Monitoring Officer
37 Hours – Grade 8

Contract
Monitoring Officer
37 Hours – Grade 8