

Helping to shape States commissioning

AGC Conference 2023 – Workshop 3



States of Guernsey
Commissioning

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Key Takeaways

What do we mean by 'commissioning'?

- Commissioning can mean different things to different people. This can cause confusion and become a barrier to more effective commissioning.
- Deciding what it means to Guernsey and then using it to improve the services received by the community is the important part.
- Commissioning is not new. The investment in a Commissioning Lead doesn't 'launch' States commissioning. Instead, it provides an opportunity for progression, improvement and, in some cases, a different way of thinking.
- The definition I favour, although it is broad, is:

'the effective design and delivery of a policy, solution or service to achieve better outcomes for the community'

- Some factors to consider when applying the above definition:
 - **'design and delivery'** is approached collaboratively and involves the community and service users.
 - It considers the full resources available to the island and seeks to maximise their use.
 - **'better outcomes for the community'** is the primary focus and objective. The community is the 'customer'.
- Evolution not revolution.
- The current financial context cannot be ignored. But innovation is important to meeting that challenge.

Why do the States wish to be more effective at commissioning?

Why would you not want to ensure that Government services are designed to be as effective and efficient as possible?	Value for money
Why would you not want the skills and experience of those working across Sectors to inform service design and delivery?	Innovation
Why would you not want the recipients of current Government services to use their experiences to feedback on where improvements could be made?	Optimising resources
Why would you not want to ensure that Government services are shaped to deal with future challenges?	Removing waste
	Improving outcomes
	Learning from others
	Strategic direction

An assessment of the current position re. commissioning

A collective desire to improve services.

Strong community spirit.

An acceptance that conventional thinking will fall short.

Recognition of value of commissioning and now an investment in it.

Some pockets of good work.

Some good outcomes being achieved.



A more coordinated approach needed.

Committee variations need addressing.

Need to focus on value rather than just cost.

More focus on long-term rather than the here and now.

A better understanding of the Third Sector needed.

More effective Govt and Third Sector working needed.

Opportunities

and

Barriers

Commissioning can help provide the radical change required to deal with significant challenges.

Commissioning effectively often requires a cyclical process underpinned by long-term strategy.

In some areas, a shift to more proactive and preventative services can reduce Govt costs over the longer term.

The Third Sector and Govt working together may deliver improved outcomes for the community.

The Third Sector is often closer to the community and can be best placed to deliver effective high-quality services for islanders.

Conventional thinking on service delivery may restrict change and limit the benefits achieved

Four-year political term and policy change can hinder long-term strategy.

It is not always possible to quantify with certainty the return on investment (ROI), both in terms of cost and outcome.

Strong leadership is required to drive change and ensure all stakeholders are working towards a common purpose.

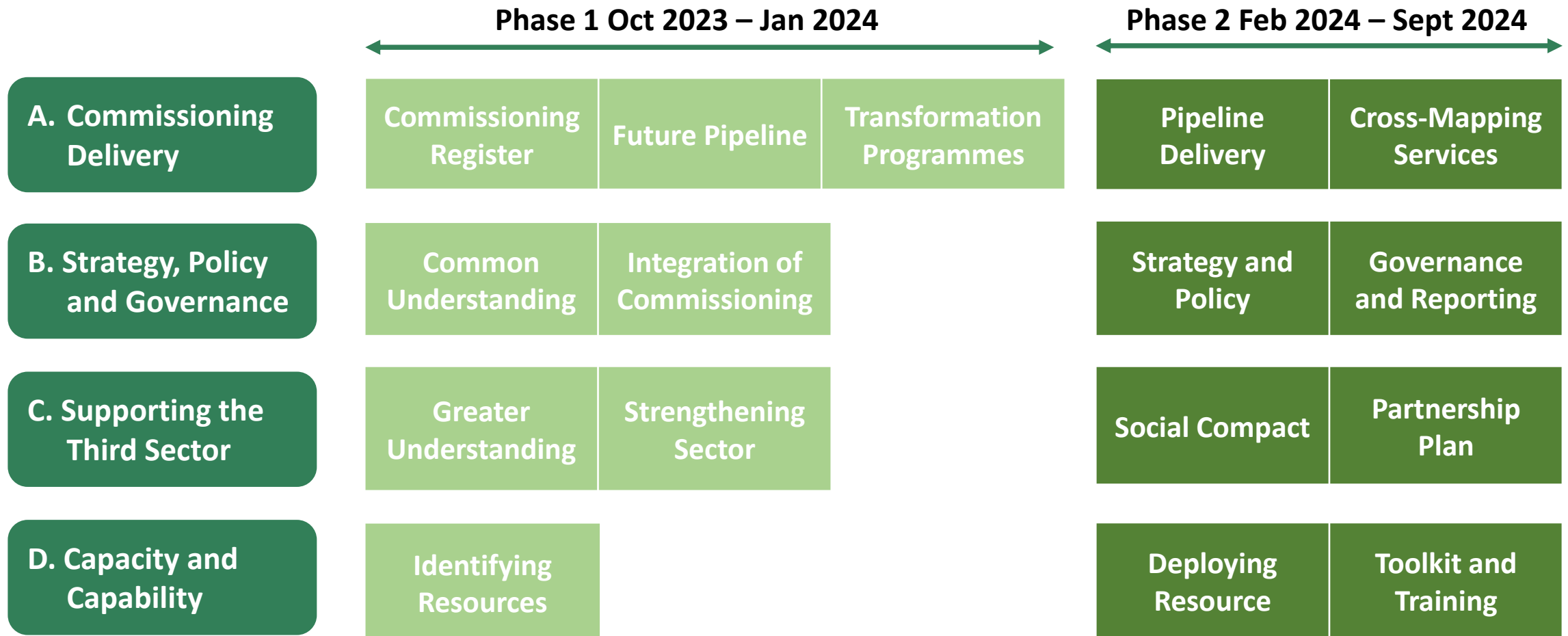
Government has a role to support the Third Sector to remove barriers and to help develop and maintain capacity and capability.

Initial Q&A

Consultation on the draft States Commissioning Plan

- The draft States Commissioning Plan proposes two phases over an initial 12-month period.
 - Phase 1 Oct 2023 to Jan 2024 which includes eight immediate actions.
 - Phase 2 Feb-Sept 204 which proposes eight additional actions which are subject to change as work progress in Phase 1 and more is known.
- In both phases, the actions will be group into four pillars and maturity in these pillars will increase over time:
 - A. Commissioning Delivery
 - B. Strategy, Policy and Governance
 - C. Supporting the Third Sector
 - D. Capacity and Capability
- Generally speaking, Phase 1 will be about doing the groundwork for more effective and greater commissioning, providing a firm platform for Phase 2 to succeed.
- In addition to this plan, the Commissioning Lead will support with immediate commissioning requirements as and when they are identified whilst a future pipeline is in development.
- Whilst the States Commissioning Plan is cross-Committee, it is envisaged a lot of activity will naturally incur in the Health and Social Care space due to its nature and links with commissioning.

draft States Commissioning Plan (Plan on a Page)



A1. Commissioning Delivery – Commissioning Register

Action: The development of a States wide register of services currently commissioned out to the Third Sector. The introduction on an appropriate and beneficial level of central oversight.

Objectives: To create a holistic picture of commissioned services across the States. A source of information and data from which informed decisions can be made. A firm understanding of the services and the value the Third Sector is currently delivering.

Output: An accurate, up to date and documented register of States commissioned services that can be used for information and data.

A logical first step is to understand the current position and what services the States currently commission. This will provide a basis from which further commissioning can be established.

The register will include both quantitative and qualitative information, including the objectives which each commissioned service is tasked with delivering.

The register will inform the future pipeline as when SLAs come to the end of term services may need to be commissioned again.

This action will allow case studies to be developed from services considered successful and remedies introduced for any services not meeting their objectives.

Whilst commissioning will continue at Committee level, a level of central oversight and focus may remove duplication, encourage standardisation, improve communication and provide States greater information and intelligence.

A2. Commissioning Delivery – Future Pipeline

Action: To work with Committees to produce a States wide pipeline of future commissioning activity for 2024 and onwards.

Objectives: A create a holistic picture of services which the States intend to consider for commissioning out to the Third Sector in the future. A pipeline to build resources around and to notify the Third Sector of specific opportunities for collaboration.

Output: An accurate, up to date and documented pipeline, approved by each Committee, that contains all services the States intend to consider for commissioning in 2024 and onwards.

Developing a future pipeline of commissioning activity will help reinforce a common understanding of commissioning

Committees will be asked to consider what new services they intend to commissioning in 2024 and onwards. The pipeline will also be informed by SLAs that are coming to the end of their term and need to be commissioned again.

A pipeline will help identify the level of resources that will be needed for commissioning and will prevent unplanned activities from drawing on that same resource.

The Third Sector need greater certainty about the future services that they may be asked to deliver. The develop of a pipeline provides greater transparency in this area, although it should not be considered a commitment to the Third Sector.

A pipeline will allow cross-sector groups to be formed that will work with the States on the co-design of pipeline services.

A3. Commissioning Delivery – Transformation Programmes

Action: To support strategic transformation programmes across the States with advice and support on commissioning. For some programmes, to provide a ‘hands on’ commissioning resource.

Objectives: To ensure those transformation programmes that would benefit from commissioning are identified and resource is allocated to them. To ensure the future pipeline contains a mix of programmes and projects in areas where the benefits of commissioning can be maximised.

Output: The Commissioning Lead assisting with relevant transformation programmes and the inclusion of future programmes in the pipeline.

There are a number of significant transformation programmes on-going, particularly in the area of Health and Social Care, that will naturally progress into commissioning.

As these programmes move out of strategy and policy and into delivery, effective commissioning will be a valuable tool in service redesign and delivery.

These programmes provide an opportunity to demonstrate the value commissioning can bring in service transformation.

The programmes are complex and resource intensive and therefore resources and the other actions within the plan need to be borne in mind.

Consideration to be given now on how effective commissioning can be integrated into such programmes, if not already so. Commissioning advice and support to be provided.

Commissioning Delivery – Group Discussion

Examples of effective Public and Third Sector partnership working? Case Studies for Commissioning?

Examples of lessons learned and where improvements are required?

Services where greater commissioning out to the Third Sector would add value overall to Guernsey?

The value of having a future pipeline of commissioning activity?

Experiences of Co-Design and Co-Production?

Third Sector engagement in States transformation programmes?

B1. Strategy Policy and Governance – Common Understanding

Action: To define what commissioning means to the States of Guernsey and to secure States wide agreement to that definition. To grow a common understanding of commissioning based on that definition.

Objectives: Commissioning means different things to different people. Without a clear definition of what it means to the States then ambiguity and uncertainty will remain an impediment to meaningful progress.

Output: A paper that defines commissioning, provides some parameters around it and is illustrated by some examples. Approved by the relevant groups and individuals in the States and the Third Sector.

A clear definition of commissioning is logical starting point from which a common understanding across the States and the Third Sector in Guernsey can be developed.

Securing a cross-Committee common understanding will provide a strong basis for progress to be made. Committee variations are unhelpful

As most definitions of commissioning are quite broad this results in the need to support the definition with some parameters and some examples of commissioning in practice.

Without a common understanding of commissioning and what it includes, it is difficult to develop a register of current commissioning activity and a pipeline of future activity.

A clear definition and common understand will reduce the risk of scope creep and commissioning resources being deployed in wrong areas.

B2. Strategy Policy and Governance – Integration of Commissioning

Action: To identify how commissioning will be integrated into States ways of working and how it will operate alongside wider policies and procedures, such as finance, legal and procurement etc

Objectives: A clear understanding of how commissioning and all relevant service areas will integrate together ensuring any barriers are identified and addressed once, rather than on an ad-hoc basis multiple occasions when in delivery.

Output: Work advancing on a documented procedure, endorsed by the relevant Service Area leads, that details how commissioning will integrate into wider States ways of working. This action has the potential to overrun on timescales.

Commissioning is not something done in isolation by a select few. It requires collaboration across Service Areas, Committees and Sectors.

For commissioning to be successful, any friction between wider States policies and commissioning practices should be addressed centrally once, rather than on an ad-hoc basis each time we try to commission services.

Whilst commissioning should be cognisant of current States policy, equally current States policy should be receptive to system change. All should act as enablers.

The commissioning cycle should be scalable and its integration into the States should adapt depending on the service.

Done correctly, this action has the potential to transition commissioning from an abstract concept to a set of practical steps embedding into the States.

Strategy Policy and Governance – Group Discussion

What does good commissioning look like to you?

In the view of the Third Sector, where should the States focus their resources when it comes to commissioning?

How do we quantify the value created for Guernsey by the Third Sector?

How do we quantify the cost to Guernsey of the Third Sector not delivering the critical services they do?

Demonstrating Return on Investment in certain service areas....

What does good public/third sector governance look like?

C1. Supporting the Third Sector – Greater Understanding

Action: To aid Government in establishing a more comprehensive understanding of the Third Sector and its contribution to Guernsey. To consider how more effective collaborative working can be achieved between the sectors.

Objectives: A greater understanding across the States of the Third Sector. To ensure the States communication and work with the Third Sector from an informed position.

Output: The Commissioning Lead developing and sharing knowledge on the Third Sector with senior officers and politicians, via briefings and papers. A greater understanding across the States of the Third Sector, and where applicable, visa-versa.

It is important that politicians and senior officers at the States have a strong understanding of the Third Sector and the value it adds to Guernsey. Making decisions based on perception or assumption creates risk.

Rather than the discussion focussing on the cost of funding attention should be given to the value of the Third Sector and the cost to the States should they be unable to deliver services.

Only from an informed position can the States work with the Third Sector to remove barriers and provide support. Equally, an informed position will enable possible opportunities for working collaboratively to be explored.

The States need to understand the services the Third Sector are delivering, their connections with the community and the pathways available for individuals to access services.

C2. Supporting the Third Sector – Strengthening the Sector

Action: To work with the Association of Guernsey Charities, the Guernsey Community Foundation and other grant givers to identify what practical actions can be undertaken now to help strengthen the Sector and enable it to be better positioned to deliver future States commissioned services.

Objectives: A strong Third Sector is critical for Government and for the community. The Sector is providing essential services to the public. Should the States wish to do more commissioning it is essential Guernsey has a Sector that they can commission effectively and efficiently to.

Output: A list of agreed actions that the States and partners can work on together to help strengthen the Third Sector.

The AGC recently advised that the Third Sector in Guernsey may not currently have sufficient capacity and capability to deliver additional States commissioned services.

For commissioning to be successful, both the commissioning function (demand) and the service provider (supply) must align to deliver the objectives set. Focusing solely on the commissioning function, ie the States, would mean challenges with the supply side would be completely overlooked.

The purpose of this action is to work in partnership to determine what realistic steps the States can take to support the Third Sector and enable them to be better position to respond to services commissioned by Government.

It is envisaged some actions will be relatively low resource to implement, like better communications, whereas others, such as exploring opportunities to share services may be more work.

Supporting the Third Sector – Group Discussion

How can the Third Sector educate Government on its role and value it provides?

What role does Government have in supporting the Third Sector?

What obstacles are there to charities and not for profit organisations being commissioned to deliver Government services?

D1. Capacity and Capability – Identifying Resources

Action: To determine what resource is required to enable the successful delivery of the commissioning pipeline and to provide options on how that resource can be secured.

Objectives: The States have decided to invest in commissioning. For commissioning to be successful the right capacity and capability must be in place to enable success. This action will identify the resource needed and the options for securing it.

Output: A costed options appraisal that considers how sufficient capacity and capability can be built, in the context of the current financial challenges, to deliver the commissioning pipeline.

Commissioning can be resource intensive and constitutes an investment that should return better services for the community and greater value for money.

Consideration should be given to whether it is better to upskill those that currently work in roles that have responsibility for commissioning or to form a central team for which commissioning is their primary discipline.

Until currently commissioning activity is quantified under action A1 and the future pipeline developed under action A2 it is difficult to quantify the level of resource that will be needed, regardless of what model is chosen.

Included in the action to define commissioning, information should be provided that explains the principles and stages involved. This will provide more immediate support regarding capability whilst this action is being completed. The Commissioning Toolkit in Phase 2 can build on this.

Capacity and Capability - Group Discussion

Commissioning Lead thoughts on States capacity and capability.

Third sector thoughts on their capacity and capability

Matching the two.

Final Questions and Key Takeaways

