

OVERVIEW AND SCRUTINY COMMISSION

Agenda Item 39

Brighton & Hove City Council

Subject:	Intelligent Commissioning Pilots: domestic violence, alcohol and drug-related deaths		
Date of Meeting:	11th October 2010		
Report of:	Chief Executive		
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Wards Affected:	All		

FOR GENERAL RELEASE

1. SUMMARY AND POLICY CONTEXT:

- 1.1 Brighton & Hove City Council is undertaking three Intelligent Commissioning Pilots on domestic violence, alcohol, and drug-related deaths, as part of the wider move towards a more intelligent commissioning framework for the city. Intelligent Commissioning will increase the ability of the council and its partners to meet the needs of the city within available resources.
- 1.2 Since July 2010 the three pilots have made good progress:
 - Commissioners Steering Groups are established to oversee each phase of the commissioning cycle for domestic violence and for alcohol & drugs and to test the proposed commissioning framework
 - Citywide needs assessments have been undertaken and services and resources mapping are nearing completion. These will inform the development of joint outcomes for commissioning and recommendations for commissioning priorities for 2011. Headline findings from the needs assessments can be made available at the meeting
 - The lessons learned from the three pilots are being captured as the pilots develop, in order to inform the development of the citywide approach to intelligent commissioning in future.
- 1.3 This report informs the Overview and Scrutiny Commission of the process of running the pilots to date and of the emerging learning from this process to inform the programme as it continues. The report also highlights the points in the process at which so far, interest groups

throughout the city, are able to participate and have their views taken into account as well as describing the action being taken to develop an Intelligent Commissioning Framework for the Council and its partners during 2011.

2. RECOMMENDATIONS:

2.1 That Members:

- (1) Note that the pilots are demonstrating that Intelligent Commissioning can be an excellent framework to identify strategic and cross cutting outcomes for the City and a process in which partners are willing to engage fully. Members are also asked to note however, that there is still much detailed work to do in order to complete the development of an Intelligent Commissioning process for the city overall
- (2) Note that as needs assessments and service mapping for the three pilots nears completion and moves towards identifying broad outcomes and draft commissioning priorities, Members and other stakeholders will shortly be invited to further workshop sessions in order to feed into those recommendations
- (3) Note that the lessons learnt from the pilots (key points summarised in paragraphs 3.11– 3.17) are also being incorporated into a draft Decision Making Pathway which will be brought forward for consideration by Members with a view to ensuring their involvement at all key points in the process. Paragraphs 3.1 to 3.3 below highlight those points in general.
- (4) Note that in general, services which are not the subject of the three pilots, will be considered to be commissioned within existing arrangements, until they are taken through the new Intelligent Commissioning process during 2011.

3. BACKGROUND INFORMATION

- 3.1 The council is developing its new commissioning model which aims to work with partners in the public, private and voluntary sector and create services that focus on the needs of residents. The starting point of Intelligent Commissioning, are the ambitions and priorities of the council. For the current year, those have been identified within processes led by the Local Strategic Partnership and set out in the Sustainable Community Strategy.
- 3.2 A new Intelligent Commissioning Decision Making Pathway is now in the first stages of development which respects the importance of the ambitions and priorities of the council as the start of the process. The draft document already identifies key points which

will provide intelligence and information about potential priorities for both Cabinet and Scrutiny in order to influence at the very start, commissioning timetables and scope and principles of commissioning for individual services. Points are also identified later in the Pathway, which will allow for scrutiny and decision making based on potential unit costs and the identification of broad outcomes. Later in the process, the phase of monitoring and service evaluation includes points at which Scrutiny committees and Cabinet can receive regular reports and identify areas of concern which can then be tested further within evaluation arrangements.

- 3.3 The Pathway has yet to be expanded to further clarify all points at which strategic and thematic partnerships and decision making processes within those, are to be incorporated. All points at which the community are to be involved are also to be further clarified.

3.4 The Pilots:

- 3.5 The selection of the three areas which have been the subject of piloting the Intelligent Commissioning Framework are within current priorities for the council and its partners, that of reducing crime and improving community safety in the city. The impact of alcohol misuse, domestic violence and drug related deaths is extensive, upon the health, wellbeing and quality of life of the city's residents (and its visitors) and upon the demand for all the city's services and costs of those services. (The highest underlying causes of registrations on the child protection register are domestic violence and substance misuse)
- 3.6 The purpose of the pilots is broadly twofold: to inform commissioning decisions for domestic violence, alcohol services and drug related deaths in 2011 and importantly within the context of this report, to test a proposed framework for Intelligent Commissioning for the City overall. Identifying and capturing lessons learnt is therefore a priority as we continue to work our way through each stage of the process.
- 3.7 The pilots are being managed (aiming for completion by December) by a seconded Senior Project Manager whose work is overseen by Commissioners Steering Groups on which the Voluntary and Community Sector Forum is represented.
- 3.8 A draft Domestic Violence Needs Assessment has been developed, with input from statutory, voluntary, community sector stakeholders and providers and Local Action Team Chairs. An equalities impact assessment has been done on the needs assessment. On 22nd September a very successful challenge workshop was held, involving over 50 people from a range of statutory and voluntary organisations together with external and national experts. The purpose of the workshop was to challenge

the initial findings, identify any gaps and provide an opportunity to gather further information that will be analysed and added to the final needs assessment, due for completion by the end of October. Services mapping and costs mapping is also underway (to be reviewed by the Domestic Violence Commissioners Steering Group on 20 October). A next step is to identify draft joint outcomes for commissioning and to consult on those with service users, the Brighton & Hove Domestic Violence Forum and other stakeholders including a Senior Officer Strategy Group, accountable to the Safe in the City Partnership.

- 3.9 A draft Alcohol Needs Assessment has been written and services and resources mapping is underway. These continue to be further developed with input from stakeholders and service providers. A constructive challenge session was held for the Alcohol Needs Assessment on 8th September at the Alcohol Programme Board, to discuss the findings data and emerging good practice, and data gathering and analysis is currently being finalised, with the assessment due for completion at the end of October. The next steps involve identifying recommendations for joint outcomes for commissioning at the Commissioners Steering Group meeting on 13 October, and recommendations for outcomes-based commissioning will be made to the Alcohol Programme Board at its meeting on 3 November 2010. This Board has been created to agree and deliver an alcohol strategy and make commissioning recommendations for the city.
- 3.10 A draft Needs Assessment on drug-related deaths has been prepared and a constructive challenge session was held on 30th September at the Drugs Joint Commissioning and Providers' Groups meeting, to discuss the data and emerging good practice. Data gathering and analysis is currently being finalised, with the assessment due for completion at the end of October. Identifying recommendations for joint outcomes for commissioning to address drug-related deaths will be discussed at the Commissioners Steering Group, and recommendations for outcomes-based commissioning will feed into the commissioning process undertaken by the Drugs Joint Commissioning Group.

3.11 Lessons Learnt

- 3.12 The experience so far in delivering the pilots is proving to be a very positive process. Each stage is generating significant commitment and energy from a wide range of partners and community organisations who are confirming that the selection of the subject of the pilots are issues which are of central concern to the city and that the process itself is providing an important opportunity to influence the development of the future intelligent commissioning framework for the city.

- 3.13 The challenge sessions (to the findings of needs assessments, service mapping and identification of potential service gaps) have proved hugely important, generating a fresh approach to the issues and more information that in turn, leads to further revisions of information, analysis and findings to be completed before moving on to the next phase. Each of the sessions has also highlighted the importance of understanding the needs of service users and of opening up ways in which those voices can be heard and taken into account. These challenge sessions are therefore identified as essential to retain within the proposed commissioning model and we are seeking to identify further opportunities in which they can be replicated at other phases in the process.
- 3.14 Many of the barriers so far identified to good intelligent commissioning, are already being overcome as we work through each phase. For example, we are aware that in relation to the needs assessments, we need to watch out for data overload and labour intensive processes that do not add value. At the same time, we need to be clear where gaps in information or evidence really will matter in terms of inhibiting accurate analysis and understanding of underlying causes or similar factors.
- 3.15 We are also aware of the importance of identifying unit costs of services and a 'return on investment model' against which we can assess for example, the benefits of early intervention and prevention and the added value for all partners of joint investment decisions. While we are likely to be piloting the application of such a model, it will be some time before we begin to draw confident conclusions from this process to be taken into the wider Intelligent Commissioning Framework for the City.
- 3.16 As we move towards identifying outcomes and commissioning recommendations, we need to become expert at balancing evidence based findings from data and analysis with the views of stakeholders and Members whose knowledge and perspectives are based on experience and important aspirations for the city.
- 3.17 However, as stated, the integration of the Decision Making Pathway with the framework currently being followed for the pilots, will address many of those challenges both during this year in relation to decision making for the pilot areas of domestic violence, alcohol misuse and drug related deaths and in 2011 with the development of the Intelligent Commissioning Framework for the city overall. Within that wider process, the ongoing commitment and involvement of partners is key, not least to address the challenge of aligning budget, governance and delivery arrangements and systems across the partner agencies. Building Intelligent Commissioning capabilities and culture throughout the city council and partner organisations is also essential.

4. CONSULTATION

4.1 The Intelligent Commissioning Pilots have consulted and engaged with a variety of stakeholders from the statutory and community and voluntary sector agencies.

- The Alcohol & Drugs Commissioners Steering Group includes representation from Adult Social Care & Health (BHCC); Partnership Community Safety Team (BHCC); Teenage Pregnancy & Substance Misuse (CYPT); Communities and Equality (BHCC); Policy and Strategy (BHCC); Research and Performance (BHCC); Strategic Commissioning and Governance (CYPT); Drug and Alcohol Action Team (BHCC); Brighton & Hove NHS; the Community and Voluntary Sector Forum, and Sussex Police.
- The Domestic Violence Commissioners Steering Group includes representation from Partnership Community Safety Team (BHCC); Adult Social Care & Health (BHCC); Communities and Equality (BHCC); Policy and Strategy (BHCC); Research and Performance (BHCC); Strategic Commissioning and Governance (CYPT); Sussex Police; Brighton & Hove Domestic Violence Forum; Rise; the Community and Voluntary Sector Forum; Surrey and Sussex Probation; and Brighton & Hove NHS.
- Additional community and voluntary sector engagement has involved the CVSF regularly reporting back issues and progress, and areas for further consultation and participation, to CVSF partners, in adherence with the CVSF communication strategy for the pilots. The CVSF also regularly communicates progress on the pilot and seek feedback and engagement at each stage of the pilot and on key issues through utilising a time limited Intelligent Commissioning Pilots reference group and, where appropriate, the wider CVSF membership, particularly encouraging engagement with under-represented groups and across equality strands. Based on advice from the CVSF Pilots Reference Group, a questionnaire has been devised in partnership with the CVSF, to enable the CVS to inform the needs assessment and service mapping processes described above, which the Forum is using to consult its wider membership and provide feedback to inform the work of the Pilots.

5. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

5.1 The financial implications of the pilots will be considered within the new Commissioning arrangements and by the Council's Executive alongside the relevant budgets.

Legal Implications:

5.2 Working to reduce domestic violence, alcohol-related harm, and drug-related deaths are priorities for the Community Safety Partnership.

Equalities Implications:

5.3 Domestic violence is mostly experienced by women and is one of the main causes and consequences of gender inequality. These issues have been clearly acknowledged within the domestic violence needs assessment, which has also been subject to an equalities impact assessment. Each Commissioners Steering Group member also has a responsibility to ensure that equalities is central to the development and delivery of each phase of the commissioning cycle.

Sustainability Implications:

5.4 The Steering Groups have a responsibility to ensure that equalities, sustainability and community engagement are central to the development and delivery of each phase of the commissioning cycle.

Crime & Disorder Implications:

5.5 Working to reduce domestic violence, alcohol related harm and drug related deaths are priorities for the Community Safety Partnership.

Risk and Opportunity Management Implications:

5.6 The process followed for the pilot areas, is taking into account the potential risks and opportunities for each service area.

Corporate / Citywide Implications:

5.7 The Pilot process is to inform the development of Intelligent Commissioning for the council and its partners.

Documents in Members' Rooms:

None

Background Documents:

None

