

Rutland Children's Trust Joint Planning and Commissioning Framework



Contents

1	Introduction	p3
2	Aims of the Framework	p3
3	Agreed Meaning of Terms	p4
4	Principles of Commissioning	p5
5	Safeguarding	p5
6	Levels of Commissioning	p6
7	Commissioning Priorities	p7
8	The Commissioning Cycle	p8-9
9	Roles and Responsibilities of Commissioning	p10-11
10	16-19 Commissioning	p12
11	The Rutland Compact	p13
12	World Class Commissioning	p14
13	Maps of Models of Commissioning	p16

1 Introduction

This is a Framework document designed to provide the Rutland Children's Trust with a clear structure for its commissioning arrangements and to answer the question:

'How are you going to run the Trust's commissioning function?'

In time, it is intended that this document will be supported by a more detailed Commissioning Strategy which will answer the more detailed question:

'How are you going to meet the intentions and priorities set out in the Children and Young People's Plan using the Commissioning Framework?'

A definition of commissioning is:

"Commissioning is the process for deciding how to use the total resource available for children, young people and parents in order to improve outcomes in the most efficient, effective, equitable and sustainable way."

2 Aims of the Framework

- To provide a set of guidelines and/or procedures through which commissioners in the Rutland Children's Trust will establish a clear picture of what children and young people need.
- To address these needs using an integrated approach and joined up services to make the best use of resources, and so provide better outcomes than use of individual resources would enable.

The objectives of the Framework are:

1. To outline how Trust investment in services for children, young people and their families is undertaken and explain the clear and transparent way in which high quality, accessible and sustainable services are procured.
2. To provide guidance to all staff and other individuals working within the Trust to ensure that all commissioning decisions take place within a clearly identified and understood wider context.
3. To acknowledge that Children's Trust partners have separate governance arrangements and recognise that these should be considered when planning commissioning and procurement activities.
4. To enable the utilisation of different approaches depending on the nature of the service being commissioned, so that each commissioning process is fit for purpose.
5. To enable the use of this framework for all commissioning activity, whether the provider is statutory, private, independent or voluntary sector.
6. To develop and provide quality assurance for commissioning strategies that address identified needs.

3 Agreed Meaning of Terms

Commissioning is about designing a service to meet an identified need, with the aim of delivering a value for money service which makes a difference for children and young people.

The commissioner's role is to bring resources and strategic direction to the commissioning process. In this document we have used the definitions from the East Midlands Regional Framework to Support Commissioning (www.regionalcommissioning.co.uk) to help establish a common understanding across the Trust.

Commissioning

Is an ongoing, cyclical process to secure the strategic development of services provided by public, private and voluntary sector organisations. Commissioning is more than procurement, purchasing or contracting, although all three are essential stages in the wider commissioning process.

Joint commissioning

Is the process whereby partners who have responsibility for specifying, securing and monitoring services work together to make joint decisions about the needs of their population, and how they should be met.

Procurement

Is the part of the commissioning process related to the selection, negotiation and agreement with the provider on the exact service to be supplied. The procurement process mainly deals with provider sourcing and selection but spans the whole cycle from identification of needs through to the end of a service contract or the end of the useful life of an asset.

Purchasing

Is the process of securing or buying services.

Contracting

Is the purchasing of services by a legally binding agreement.

Service Level Agreements

Are written undertakings agreed between purchasing and provider agencies.

Decommissioning

Is the process of planning and managing a reduction in service activity or terminating a contract in line with commissioning objectives.

Re-commissioning

Commissioning is a cyclical process, and one option is to re-commission a service when it ends and it is a good opportunity to review the service, look again at outcomes and re-design where necessary. A service can be re-commissioned if it is the same service, but from a different provider or can be redesigned to improve outcomes (service needs may have changed through time).

4 Principles of Commissioning

Commissioning is about achieving best outcomes and this is most effective when partners work to a common set of principles. In this document we have used the principles from the East Midlands Regional Framework (please see above) to enable a common understanding across the Trust.

The over arching principle is:

'Joint planning and commissioning is at the heart of improving outcomes for children and young people'

This is supported by 10 further principles:

1. Put the needs of children, young people and families first and ensure that they are actively engaged and consulted and their views are used to inform service development and quality improvement.
2. Provide leadership for commissioning at the highest level in the system.
3. Provide preventative services at the earliest appropriate moment.
4. Work in partnership to maximise effectiveness and reduce barriers to services.
5. Ensure that people have the right skills to undertake the work.
6. Look beyond the immediate circumstances of current service users and develop a long term view of their needs and the wider needs of communities.
7. Provide timely information to providers and work constructively with them.
8. Continuously evaluate current and developing services and ensure they represent best practice and have clear impact on outcomes.
9. Spend money wisely to secure effective and efficient services, decommissioning services where necessary.
10. Use open and transparent processes that build confident partnerships.

5 Safeguarding

The safeguarding and protection of children and young people underpins all of our activity. We are committed to the arrangements for safeguarding and promoting the welfare of children and young people through the Leicestershire and Rutland Local Safeguarding Children Board, including implementing Section 11 arrangements across the Trust.

6 Levels of Commissioning

In order to enable the principles of commissioning to be upheld, commissioning has to take place at the right level. The different levels of commissioning are summarised below:

6.1 Individual Commissioning

This is the planning, procurement and management of packages of care, education and support for individual children or young people. This commissioning may be undertaken by, for example, a service manager, a budget holding lead professional or a family carer.

6.2 Local Level Commissioning

This aims to meet the particular needs of a local community, it includes practice based commissioning and commissioning through networks of schools. It may operate in a strategic way but generally within a shorter time frame.

6.3 Operational Level Commissioning

This involves responding to the accumulated effect of individual level commissioning and also commissioning to meet local or client group needs. Operational level commissioning in the children's world often includes locality or care groups teams, schools and other groups such as CAMHS and Children's Centres.

6.4 Strategic Commissioning

At strategic levels, commissioners determine how to make the best use of resources over a longer time frame (usually 3 to 5 years) and by building up a clear picture of need. It involves deciding priorities within the framework of the Children and Young People's Plan and then completing each stage of the Commissioning Cycle (defined below).

6.5 Regional/sub-regional Commissioning

The more specialist the service, the lower its volume and the higher the level at which it is most appropriately commissioned. Some complex and acute needs are most effectively met when Children's Trusts work together.

It will be the role of the Commissioning Strategy to establish clear agreed relationships, support, information flow, governance and structures between the different levels of commissioning in Rutland.

7 Commissioning Priorities

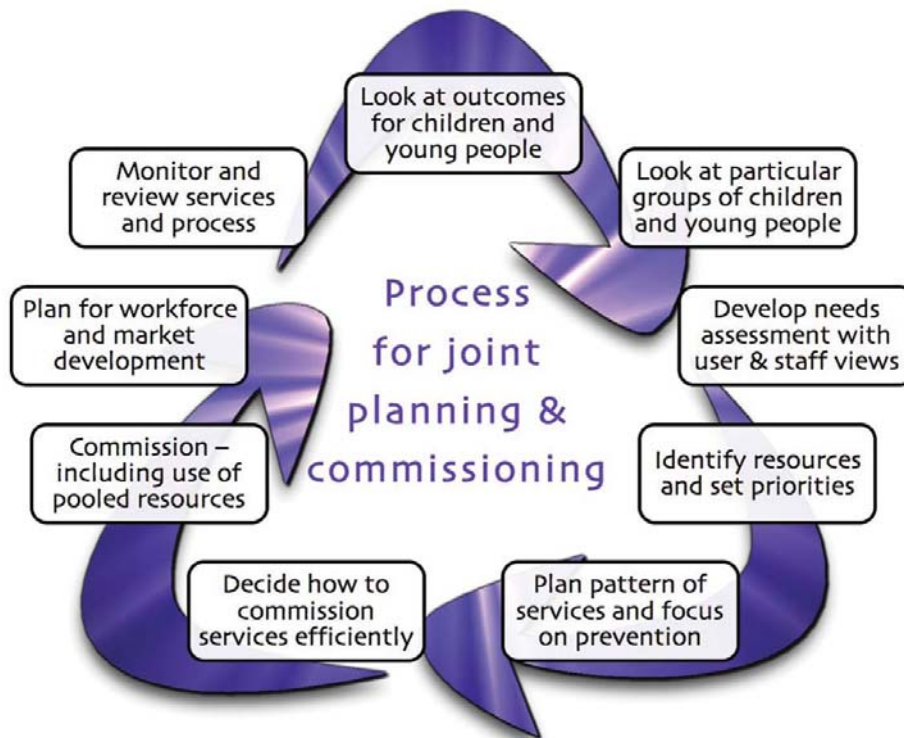
The overarching priority of this document is to enable the delivery of the Children and Young People's Plan. A copy of this Plan is available at:

<http://www.rutland.gov.uk/pp/gold/viewgold.asp?id=4551>

For a paper copy of the Plan please call 01572 722577.

DRAFT

8 The Commissioning Cycle



8.1 Look at outcomes

The focus at this stage is the strategic direction against the five Every Child Matters outcomes. This should produce (at 8.4) a Children and Young People's Plan which is clear about the overall needs of children, where services are meeting those needs and where they are not. It will provide enough information to allow partners to be clear about their commissioning priorities.

8.2 Focus on particular groups

The work here should look within the overall picture at outcomes for specific children, young people and parents who may require a differentiated approach to service provision or additional support. It will also look at which groups of children and young people are a priority for service improvement and change.

8.3 Needs analysis

The needs analysis stage provides the foundation for any commissioning strategy and provides an over-arching role to ensure the required range and capacity of services available and accessible to children, young people and their families, in order to achieve the five outcomes in the Every Child Matters programme. Data provides a starting point for needs analysis and frequently raises more questions than providing responses.

8.4 Identify resources, set priorities

Agree on the nature and scale of the local challenge; identify the resources available and set priorities for action. The Children and Young People's Plan is created at this stage.

8.5 Plan services, focus on prevention

Plan the pattern of service most likely to secure priority outcomes, considering carefully the ways in which resources can be increasingly focused on prevention and early intervention.

8.6 Commission effectively

Decide together how best to deliver outcomes, including drawing in alternative providers to widen options and increase activity.

8.7 Pooled resources

This stage of the commissioning process can become a catalyst for real change. The complex issues relating to fund-holding 'power', disjointed planning cycles and the inbuilt tension as to 'who should pay' are ones that, if resolved, can transform the ways in which decisions are made and services provided.

Even then there will be practical issues to overcome relating to legal agreements, governance, accountability, recovery procedures for overspends, management and administrative systems and the need to challenge mindsets 'on the ground' as well as in the boardrooms.

8.8 Workforce and market development

Develop the local markets for providing integrated and other services and produce and implement a local workforce strategy (which is currently under development) covering service and role re-design and the necessary ways of working to support delivery.

8.9 Monitor and review

Monitor and review to ensure services and the joint planning and commissioning processes are working to deliver the goals set out for them.

DRAFT

9 Roles and Responsibilities in Commissioning

9.1 Governance

Good commissioning requires good governance, clear direction, resourcing, accountability and delegation. The governance arrangements for the Children's Trust cover commissioning responsibilities and are currently being developed.

9.2 Delivering Commissioning

This Framework provides a clear structure for Rutland Children's Trust's commissioning arrangements. Documents which form part of the Framework are:

- Children and Young People's Plan
- Market Development Strategy
- Third Sector Development Strategy – Compact
- Workforce Development Strategy
- Participation Strategy
- Outcome based Commissioning Plans
- Performance Management Strategy
- 16-19 Commissioning Statement/Plan

Outcome based commissioning plans will include the following information:

- Strategic needs assessment
- Identification of existing services and resources
- Consultation with stakeholders including children, young people, families, carers and service providers.
- Identified best practice evidence
- Defined priorities and agreed outcomes
- Proposed commissioning intentions

9.3 Commissioning Relationships

These expectations will be detailed more fully in the Outcome based Commissioning Plans.

What the Trust as a commissioner should expect?

- Quality
- Accountability
- Reliability
- Value for money
- Effective management and employment systems
- Recognition of LA support
- Engagement in contracts that reflect capacity to deliver service level outputs
- User involvement

Shared by commissioner and service provider:

- Trust
- Openness
- Clarity
- Honesty
- Flexibility
- Effective
- Equalities

- Commitment to the local community
- Standardisation
- Knowledge management

What the service provider should expect from the Trust as a commissioner?

- Stability
- Support
- Prompt payment
- Consistency
- Fair access to funding
- Recognition
- Respect for independence and the right to campaign
- Commitment to local organisations
- A common methodology across departments
- Feedback on performance

DRAFT

10 16-19 Commissioning

The arrangements for planning and commissioning learning provision for young people aged between 16 and 19 (up to 25 for those for whom a learning difficulty assessment is in place) are dealt with by the National Commissioning Framework and locally through a Commissioning Statement and detailed Commissioning Plan. The national Framework is currently being consulted upon and it is intended that it will be published in April 2010 and revised annually thereafter.

The reforms being implemented by the above named Framework and the Apprenticeship, Skills, Children and Learning Act (2009) are intended to ensure that local authorities not only commission well but put in place systematic processes to join up their support and positive activities.

Local activity will be undertaken by the local authority working closely with their 14 – 19 Partnership and Children’s Trust. The other important groups involved in the process are:

- Sub Regional Groups(SRG): a forum for local authorities to work together to build a picture of learner demand and flows between local authorities and across travel to learn areas, how well the curriculum is being delivered and what future entitlements will mean for learner demand in the area.
- Regional Planning Groups (RPG): bring together regional education and strategic skills agendas. They will review and aggregate local authority commissioning intentions, endorsed by the SRGs, against regional priorities and manage affordability.
- National Apprenticeship Service (NAS): work with local authorities in their SRGs to identify the likely demand for young people for Apprenticeships.
- Young People’s Learning Agency (YPLA): will support local authorities in their new roles. It will ensure consistency and propriety across the commissioning process and has the powers to intervene where it is satisfied that a local authority is failing or is likely to fail in its new duties.

The arrangements for commissioning 16 – 19 learning provision will sit outside the Trust’s commissioning arrangements and will consist of the following:

- Development of Commissioning Statement through discussions at 14-19 Partnerships and informed by the national Commissioning Statement.
- These Statements will be turned into Plans by the 14 -19 Partnership planning process.
- The plans from each local authority area will be sent to the SRG who will aggregate demand for places and ensure alignment and coherence of those initial plans.
- The aggregate Sub Regional Plan will be sent to the YPLA for final sign off (ensuring affordability).

It is intended that the Rutland 16 – 19 Commissioning Statement and Plan will be included in the suite of documents which form part of the Children’s Trust Commissioning Strategy.

11 The Rutland Compact

The Compact is mentioned in Section 9 as a document in the suite of documents forming part of the Trust's Commissioning Strategy. It is however necessary to reflect, in this Framework, the importance of the Compact in making commissioning decisions.

The Compact is a written agreement between the third sector and statutory organisations that provides a framework for the way in which these organisations work together in Rutland. It will promote strong working relationships that influence efficient and effective services, involving the third sector in policy development and the delivery of services.

The Compact is a voluntary commitment to work together to mutually agreed standards. It is not legally binding; however, all organisations that sign up to the Compact are committed to making it work in practice. Within the Trust the following organisations have signed the Compact:

- Rutland County Council
- Leicestershire County and Rutland NHS
- Leicestershire Constabulary
- Learning and Skills Council

The identified outcomes of the Compact are:

- Clear consultation processes and procedures
- Increased joint planning and policy initiatives
- Consistent funding arrangements and procedures
- Effective communication
- Increased understanding
- Improved service delivery
- Efficient information flow

Within the Compact are a set of undertakings which, by signing the Compact, the Third Sector and the agencies identified above have agreed to put into operation. It is these undertakings and the outcomes of the Compact identified above which mean that the inclusion of the Compact in the Trust's Commissioning Strategy is vital.

12 World Class Commissioning

The NHS is committed to world class commissioning which is intended to deliver a more strategic and long term approach to commissioning services, with a clear focus on health outcomes. As a key stakeholder within the Children's Trust, it is important that commissioning processes within the Trust and NHS are aligned where appropriate. This section summarises world class commissioning.

12.1 Vision

World class commissioning will deliver better health and well-being for all:

- People will live healthier and longer lives
- Health inequalities will be dramatically reduced.

It will deliver better care for all:

- Services will be evidence-based and of the best quality
- People will have choice and control over the services that they use, so they become more personalised.

It will deliver better value for all:

- Investment decisions will be made in an informed and considered way, ensuring that improvements are delivered within available resources

12.2 Competencies

In summary world class commissioners will:

- locally lead the NHS
- work with community partners
- engage with public and patients
- collaborate with clinicians
- manage knowledge and assess needs
- prioritise investment
- stimulate the market
- promote improvement and innovation
- secure procurement skills
- manage the local health system
- make sound financial investments

12.3 Assurance System

The delivery of the world class commissioning vision and competencies will take place within a commissioning assurance system. This will drive performance and development, and reward PCTs as they move towards becoming world class commissioners.

There will be one national system of commissioning assurance, locally managed by strategic health authorities (SHAs). There will be flexibility to set local priorities. Commissioning assurance will be designed to help primary care trusts (PCTs) identify areas of development and move towards filling gaps in their capabilities.

DRAFT

13 Mapping Models of Commissioning

It is evident from the previous sections of the Framework that there a number of models of commissioning which will be reflected in the work of the Trust. This section maps the 3 major models of commissioning in order that users of this Framework understand how they reflect each other and can be used together.

Commissioning Model	DCSF Model	World Class Commissioning Competencies
Analysis	Look at outcomes for children and young people Look at particular groups of children and young people Develop a needs assessment with user and staff views	1 Locally lead the NHS 2 Work with community partners 3 Engage with public and patients 4 Collaborate with clinicians 5 Manage knowledge and assess needs
Planning	Identify resources and set priorities Plan pattern of services and focus on prevention Decide how to commission effectively	8 Promote improvement and innovation 6 Prioritise investment
Do	Commission including the use of pooled resources Plan for workforce and market development	8 Promote improvement and innovation 6 Prioritise investment 7 Stimulate the market
Review	Monitor and review services and process	9 Secure procurement skills 10 Manage the local health system 11 Make sound financial investments