

Open Report on behalf of Debbie Barnes, Executive Director of Children's Services

Report to:

Children and Young People Scrutiny Committee

Date:

12 September 2014

Subject:

Children's Services Commissioning Overview

Summary:

This report has been written to provide the Children and Young People Scrutiny Committee with an overview of commissioning in Lincolnshire, specifically focussed on the role of the Children's Services Commissioning Team and our governance arrangements for joint commissioning.

The report will be accompanied with a practical workshop for members of the Committee in the afternoon, following the Committee meeting.

Actions Required:

The Children and Young People Scrutiny Committee is asked to

1. acknowledge the content of the report and identify whether it wishes to make any additional comments;
2. attend the workshop to be held following the Committee meeting.

1. Background

What is Commissioning?

Commissioning is the cycle of assessing the needs of people in an area, designing and then achieving appropriate outcomes. The service may be delivered by the public, private or voluntary/community/civil society sectors. Commissioning focuses on **outcomes** rather than services. By specifying outcomes for Children & Young People (C&YP) to be achieved and the improvements we require in those outcomes, rather than stating how we expect providers to do something, we will encourage them to innovate. It's about ensuring services are effective rather than busy.

What is an Outcome?

Outcomes are the direct results or benefits for individuals, families, groups, communities, organisations, or systems. Examples include changes in knowledge, skill development, changes in behaviour, capacities or decision-making and policy development. Outcomes can be short-term, medium-term, or longer-term

achievements. Outcomes may be positive, negative, neutral, intended, or unintended.

Our approach aims to ensure that we listen to and understand what C&YP's desired outcomes are and to work collectively to achieve them.

Commissioning for Lincolnshire

'Commissioning for Lincolnshire' is an approach established within LCC to achieve our desired balance of quality, cost and risk for services that support C&YP by:

- Consistently making decisions for C&YP based on high quality evidence of needs.
- Working with partners to get the best results.
- Focusing on outcomes for people and places.
- Using the best means of delivering those outcomes, irrespective of whether that is inside or outside the Council or Health services.
- Holding all service providers to account with appropriate rigour.

We have developed our Commissioning Cycle to provide the framework for LCC to achieve our commissioning goals for C&YP. The Commissioning Cycle consists of four phases: Analyse, Plan, Do and Review.



Commissioning is a cycle. Generally, after reaching the Review phase you would return to the start of the cycle at the Analyse phase. However the cycle is also dynamic, so that you may need to move back into any of the former three phases after reaching the Review phase within the cycle. You may also need to break into the cycle at another phase, depending on your specific drivers, for example; over time, partners may shift the focus of their activity as the needs of the local population change and delivery of services improves.

Commissioning Strategies

The Council has identified 17 Commissioning Strategies that have been agreed by Corporate Management Board, which will be the focus for a commissioning review of how services will be delivered to meet required outcomes. Appendix A lists the current strategies and activities in scope.

Joint LCC & Health Commissioning Governance Arrangements

Lincolnshire Health & Care (LHAC)

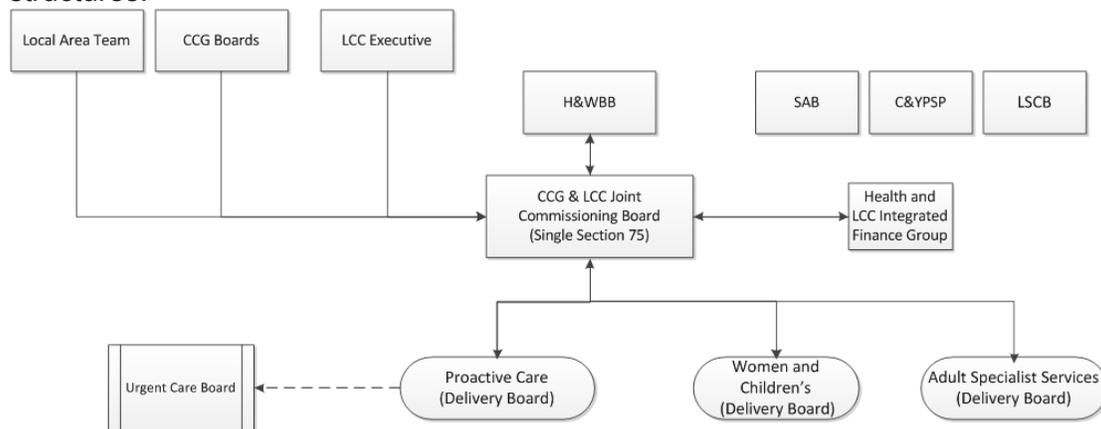
Lincolnshire Health and Care is an initiative which is looking to design better ways of providing essential health and social care services in the county. Lincolnshire Health and Care was started in 2013 when health and care organisations in Lincolnshire realised that current services did not adequately meet the needs of residents, including C&YP due to growing demands and financial pressures.

With this mind-set, partner organisations (such as Lincolnshire County Council, United Lincolnshire Hospitals Trust, Lincolnshire Community Health Services NHS Trust, Lincolnshire Partnership NHS Foundation Trust and Lincolnshire’s four health Clinical Commissioning Groups (CCG’s)) agreed to come together to look at designing a new model for health and care in Lincolnshire which would enable people to access the right services at the right time now and in the future.

It is this approach which has helped embed our new governance arrangements for Joint Commissioning of Health and Social Care between LCC, the four Lincolnshire CCG’s and the Local Area Team of NHS England.

Joint Commissioning Governance Structure

The diagram below demonstrates our current joint commissioning governance structures:



The governance arrangements are intended to provide a framework for the delivery of the LHAC review and for achieving the priorities of the Health and Well Being Strategy. These arrangements reflect the changing commissioning landscape and will enable health and social care commissioners to have joint engagement and ownership of joint commissioning arrangements providing integrated strategies to improve the health and social care needs of our communities.

The Joint Commissioning Board (JCB) will oversee the commissioning of local services and activities on behalf of Lincolnshire County Council, the Lincolnshire CCG's and Local Area Team of NHS England. They will delegate work streams to a number of Joint Delivery Boards who will report and be accountable to the JCB. The principal functions of the JCB is to lead at a strategic level the commissioning of integrated health and social care to meet the aspirations of the key stakeholders, commissioners and the outcomes of the Health and Well Being Strategy. The Board will also determine and monitor strategic Risk Management; will endorse Joint Commissioning Strategies to achieve agreed priorities and will report on progress to the Health and Wellbeing Board. Council decisions will continue to be ratified under the LCC political process.

The Women & Children's Joint Delivery Board will specifically be responsible for:

- Integrated and jointly funded commissioning work-streams as identified.
- Needs and Resource Assessment, Strategy development (Early Help focused) and implementation of Women & Children's Services which support 0-25 year old children and young people with SEN or disabilities, both with and without Education, Health and Care (EHC) plans.
- Specification, Procurement, Contract Management, Quality Assurance and Safeguarding of Services for Women & Children.
- Agreeing a single approach to commissioning where there are clear benefits for integration.
- Admission avoidance.
- Early Intervention and targeted intervention through neighbourhood teams (primary care and targeted interventions across health and social care).
- Child development centre network - integrated assessment, care planning and care delivery for children and young people, implementing pooled budgets where appropriate.
- Ensuring the best use of resources available in an area to improve outcomes for children and young people in the most efficient, effective, equitable and sustainable manner.
- Working with other Joint Delivery Boards to develop effective transition arrangements to help those C&YP with SEND prepare for adulthood, including living independently and employment.
- Commissioning lead for:
 - Consolidation and integration of specialist services, including SEND/ CAMHS

- Development of commissioning strategies to support our four strategic outcomes where an integrated approach demonstrates benefits

At a local level, multi-agency panels will be formed to agree the levels and types of support to be provided, including funding arrangements, as part of each C&YP's EHC Plan.

Children's Services Commissioning Team

The team oversees commissioning arrangements across all children's service areas including Early Years, Looked After Children, Children With Disabilities (CWD), Special Educational Needs, School Improvement, Localities, Children in Need and also works closely with Adult Services, Public Health, CCG's and the market sector when commissioning services.

Children's Commissioning is a proactive member of the East Midlands Commissioning Champions working group, which was established to identify and share best practice commissioning across the region for services for children and young people. The service is proactively engaged in current regional developments, including the development of an East Midlands contract for Residential and School placements.

Children's Services currently oversee 228 contracts with 177 external providers, with an annual contract value of £32m, and an overall contract value of £134m (NB, both these figures include partner funding e.g. CCG funding for CAMHS). In order to ensure that these contracts deliver value for money and our aspiration for outstanding services, it is necessary that they are effectively contract managed. Of the 228 contracts, 208 are directly managed by the Commissioning Team (classed as 'centrally managed') with support from Service Area Representatives. The remaining 20 contracts being 'devolved,' which mean they are managed by the service area with support from the Commissioning Team.

The frequency of the contract management is dependent on a number of factors such as contract value and overall risk to Children's Services. However, all staff responsible for contract management are required to inform Children's Commissioning of the overall risk rating and contract performance for that contract on a monthly basis. Risk is managed using a RAG rating (Red, Amber, Green) and performance is based on the Ofsted grading headings of Outstanding, Good, Requires Improvement and Inadequate.

All contract information is reviewed at monthly contract review meetings by the commissioning management team with particular emphasis on those contracts causing concern. Additional improvement actions may also be added for implementation by the provider.

In addition, these contracts are reported to the Assistant Director with responsibility for commissioning on a monthly basis.

Contract Management

Contract management meetings are designed to share and exchange information that will support continuous improvement of service provision. The contract

management process should lead to partnership learning and offer opportunities to share good practice with the wider partnership. Meetings are led by the Contract Management Board, made up of representatives from the Supplier, Commissioning team and the relevant Children's Service Manager.

Contract management is undertaken utilising Children's Services Joint Evaluation Toolkit (JET) system. The JET adopts a balanced scorecard approach to manage the performance and risks of contracted services delivered; evaluating the quality of service provided against the associated costs to assist Children's Services in determining if the service provides value for money and improves outcomes for children and young people.

The supplier is expected to demonstrate how the identified outcomes related to this service have been achieved and what difference the service has made for those accessing it. Outcomes should be appropriate and proportional to the size and type of service being delivered. The provider is expected to determine further relevant child centred outcomes through engagement with CYP as part of service development.

The JET also requires the Commissioning Officer, after consideration with the Service Manager and Supplier to allocate a grading to the contract, based on one of the following judgements:

Grade	Score	Descriptor	Guidance on Strengths/Weaknesses	KPI's
Outstanding	9	Exceptional	Exceptionally strong with essentially no weaknesses	All are above target
	8	Outstanding	Extremely strong with negligible weaknesses	Most are above target and are at least on target
Good	7	Excellent	Very strong with only some minor weaknesses	All are at least on target
	6	Good	Strong but with numerous minor weaknesses	Majority are on target with plans in place for all others to improve
Requires Improvement	5	Effective	Strong but with at least one moderate weakness	Some are under target, but showing signs of improvement
	4	Satisfactory	Some strengths but also some moderate weaknesses	Some are under target and provider has action plan in place to improve
Inadequate	3	Fair	Some strengths but with at least one major weakness	Majority are under target but provider can evidence action plans are in place to improve
	2	Marginal	A few strengths and a few major weaknesses	Majority are under target but provider has desire to improve
	1	Poor	Very few strengths and numerous major weaknesses	All are under target and no plans in place to improve
<ul style="list-style-type: none"> ▪ Minor Weakness: An easily addressable weakness that does not substantially lessen impact • Moderate Weakness: A weakness that lessens impact ▪ Major Weakness: A weakness that severely limits impact 				

This grading criteria has been developed over a number of years to support officers in the determination of how to rate a service. The criteria has also been used as the basis for the Assurance Gradings and Definitions within the Children's Services Quality Assurance Framework and also now forms part of the 'Invitation to Tender' corporate template designed by Procurement Lincolnshire which will be used by all staff undertaking a procurement exercise.

Regionally, the JET has been showcased to other Local Authorities as best practice, and more recently is being used as a reference by the 'In Control' agency within the 'Making It Personal' guidance of the Personalisation agenda.

The recent contract management audit, undertaken by Audit Lincolnshire, gave the service assurance opinion of 'Effective' (the highest grade) and quoted "we found that the Children's Commissioning Team have an established comprehensive contract management framework in place to identify operational and contract related issues and develop response actions."

Service Reviews

A number of services are due to end from March 2015 through to September 2015, and to ensure the right decision is made with regard to a continuation in some form of the service and to ensure that the right sourcing is made and not just outsourcing. Service reviews will be subject to LCC's political process and relevant reviews on the forward plan for the Children and Young People Scrutiny Committee. As part of this, a number of elements need to be considered, which include:

- Review of current services;
- Consultation & engagement with key stakeholders;
- Financial review;
- Options appraisal;
- Political approval process;
- Potential contract lengths – three years with an option to extend for two 12 month periods giving a total possible contract lengths of five years which will give stability to the markets;

Below details all of those services where reviews are currently being undertaken:

- Leaving Care
- CAMHS
- Youth Housing
- Domiciliary Care for CWD
- Short breaks for CWD
- Solutions 4
- Outreach Support Service

- Family Support
- Adoption support
- Locality commissioning
- School Improvement Service
- LAC & SEND Placements
- Regional developments

2. Conclusion

Following consideration of this report, the Committee is requested to consider whether it wishes to make any additional comments. The Committee is encouraged to participate in the workshop to be held following the Committee meeting to provide a further practical overview.

3. Consultation

a) Policy Proofing Actions Required

N/A

4. Appendices

These are listed below and attached at the back of the report	
Appendix A	17 LCC Commissioning Strategies

5. Background Papers

No background papers within Section 100D of the Local Government Act 1972 were used in the preparation of this report.

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