



haringey strategic partnership

for children & young people

AGENDA ITEM 8

MEETING

**Children and Young People's Strategic Partnership Board
12th June 2006**

TITLE

Proposal for Joint Commissioning

SUMMARY

This paper outlines recent work between Haringey Children's Services and the TPCT on joint commissioning supported by DfES funding. The paper proposes a timescale for the implementation of a joint commissioning framework together with a proposal for a jointly funded Strategic Commissioner Post.

RECOMMENDATIONS

The paper recommends that CYPSP considers:

- the definition, principles, framework and action plan proposed for developing work on joint commissioning, and
- the proposal for a jointly funded post for Commissioning post,

If preferred further comments could be sent to the Director of the Children Service so that the framework can be formally adopted at the next meeting of the CYPSP. Comments would need to be returned by the end of July 2006.

LEAD OFFICER(S)

Sharon Shoemith: Director of Children's Service
Jan Doust: Head of Children's Network (South) and Lead officer for Safeguarding.

Developing joint commissioning

Government guidance

1. The development of an integrated approach to commissioning across agency boundaries is specifically identified and supported by legislation and guidance from a number of government departments. This includes:
 - The Children Act 2004
 - National Service Framework (NSF) Children and Maternity Services (Department of Health) 2004
 - Guidance on Children's Trusts (DfES) 2005
 - Health Act 1999, Section 31
2. Every Child Matters (ECM) established the framework of five outcomes for children and young people:
 - Be healthy
 - Stay Safe
 - Enjoy and Achieve
 - Make a positive contribution
 - Achieve economic well-being
3. ECM identifies strategic planning and integrated commissioning as essential in creating more joined up and responsive services that support children and young people to achieve the five outcomes, especially for the most vulnerable.
4. There is a universal agreement about these outcomes for every child. However, there is increasing evidence that these will be most effectively achieved and sustained when agencies work together to design and deliver services around the identified needs of children and young people.
5. Section 10 of the Children Act 2004, supported by the statutory guidance on Inter-Agency Co-operation to Improve the Wellbeing of Children, sets out the essential features of the arrangements that underpin successful inter-agency working:
 - a child centred, outcome-led vision;
 - integrated frontline delivery organised around the child rather than professional boundaries;
 - integrated processes through a common language, and underpinned by effective information-sharing;
 - integrated strategy joint planning and commissioning, based on an assessment of local needs, identification of available resources, integrated planning across services and joint commissioning of services from a range of providers, supported by appropriately shared or pooled resources; and
 - inter-agency governance.

This paper will focus on proposals for how we develop work on joint commissioning in Haringey.

6. The process of joint commissioning is developed from a strategy set out in the government guidance on the Children and Young People's Plan (CYPP). It involves partner agencies addressing the following issues together:
 - how best to meet identified needs, tested and led by the participation of children and young people, including how services can be designed to be outcome focused;
 - how best to allocate and use collective resources to secure services from statutory and non statutory sources; and
 - the agreements, contracts and monitoring arrangements that must be in place to ensure effective delivery and to influence future planning activity.

Developments in Haringey

7. In March 2006, Haringey Children's Service and the Haringey Teaching Primary Care Trust (TPCT) commissioned MWB Consultancy to undertake a piece of work identifying national commissioning policy and guidance and a brief study of existing commissioning practice in Haringey and to set out a forward plan having consulted stakeholders.
8. Overall, the report identified that a broad range of commissioning activity was carried out by individuals, organisations and partnerships in Haringey. However there is a need to develop common systems and common arrangements for monitoring and evaluation. This is very similar to the national position where, although individual services have developed their own arrangements for commissioning activity, the process for doing this jointly requires further development.

Definition

9. There are a range of understandings across agencies of what commissioning is and these vary within and between agencies. Therefore it is proposed that the following definition of commissioning is agreed as a starting point but is kept under review and refined as the process develops:

'Commissioning is the process of setting outcomes, assessing need, assessing impact of current activity, planning responses to need and then specifying, securing and monitoring services to meet or contribute to the achievement of improved outcomes for children, young people and families in Haringey'.

10. Changing Lives, Haringey's plan for children and young people, 2006-2009, is very much a joint plan owned by the CYPSP. We must now guarantee the delivery of this plan. Joint commissioning will be one of the strategies that will achieve the most effective delivery of a number of aspects of the plan.

A framework for commissioning

11. Given that there is a range of different practices and procedures currently in place for commissioning, it is proposed that key partners work together to develop a joint commissioning framework in Haringey. The process of developing the framework will be very significant as it will require agencies to take a shared approach to reviewing definitions, current policy and practice and monitoring and evaluation procedures. This process should enable partner agencies to:

- develop their understanding of each other and their approach to commissioning;
- identify the joint commissioning processes that require development;
- develop agreements on the areas that should be addressed by the framework;
- develop an agreed and standardised approach to joint commissioning; and
- agree an implementation plan for key actions to deliver a joint commissioning framework.

12. It is proposed that the framework should include:

- an agreed definition of commissioning and joint commissioning.
- definitions of different types of commissioning.
- agreed definitions of the customers that commissioning will be for e.g. vulnerable children.
- the principles, behaviours and standards within which all joint commissioning takes place.
- the approach Haringey will take to the commissioning of services.
- the role of any commissioning unit that might be established within structural arrangements.
- the partner agencies who have agreed to work within this framework.
- timed and measurable plans for implementation of any actions arising from the framework.

Principles

13. It is proposed that agencies engaging in the process should agree the following set of principles that will underpin the work:

- focus on improving outcomes;
- a clear recognition of the diversity of our borough;
- a strategic approach;
- the involvement of children, young people and their families;
- learning from each other;
- transparency;
- clarity and understanding;
- accountability;
- evidenced based commissioning; and
- value for money.

14. It is anticipated that a number of different agencies may at different times be required to commission activity jointly. The intention is that the framework should be developed in a way that it can be adopted by any agency or partnership that commissions services for vulnerable children in Haringey that is willing to be monitored against these principles.

Commissioning in practice

15. Commissioning activity will be very closely linked to the different processes for assessing the needs of children and young people that are already in place in Haringey. At a broad level, the needs assessment 'Knowing Our Children', undertaken in preparation will inform strategic commissioning at a whole borough level. The Children's Network structure will provide additional opportunities for joint commissioning through the use of even more detailed data on the needs of each locality and the joint identification of the resources required to address these needs effectively.

16. A group comprising the three heads of Children's Networks, chaired by the deputy director for Children and Families and including the assistant director in the HTPCT and the Head of Operational Commissioning have formed a joint commissioning team. This group will be able to look at the needs of each network and begin to commission services from universal services and beyond.

17. The HTPCT and the Children's Service have recently considered the benefits of creating a jointly funded post for strategic commissioning. The benefits of this include:

- a specific and dedicated focus at senior level on the development of a joint strategy across organisations;
- sharing current knowledge, expertise and practice that currently resides in individual agencies and synthesising this to develop a common approach; and
- the opportunity to explore more ambitious pooling of resources using budget flexibilities but based on robust evaluations of current practice across organisations.

18. Both the HTPCT and the Children's Service are exploring this in their respective services. The CYPSP is asked for its views on this development.

A phased approach to joint commissioning in Haringey

19. It is proposed that the development of joint commissioning in Haringey takes place in three stages. This will allow for work to take place incrementally and to build on emerging practice from smaller-scale activity.

20. Throughout the proposed timescales, commissioning will continue to take place at an individual level within agencies. For example, the Children's Service will increasingly commission services from schools.

21. The process of developing a joint commissioning strategy will require a staged approach to enable progression from the current position towards an integrated joint commissioning process across agencies. A model of joint commissioning is attached as Annex 2 and it is proposed that this should form the basis of any further work on joint commissioning in Haringey.

22. Proposals for timescales are included in the action plan in Annex 3. These address three broad stages of activity:

Phase 1

This will focus on effective co-ordination of existing skills and knowledge into a joint strategy. Work will also take place on the continued development of robust processes and practices for joint commissioning. This phase will result in a proposal for a Commissioning framework presented to the CYPSP at the meeting in November 2006.

Phase 2

This phase will include early stage joint commissioning. There will also be further consolidation of the joint commissioning strategy and implementation of the framework for joint commissioning. The outcome of this phase will be reported to the CYPSP in March 2007.

Phase 3

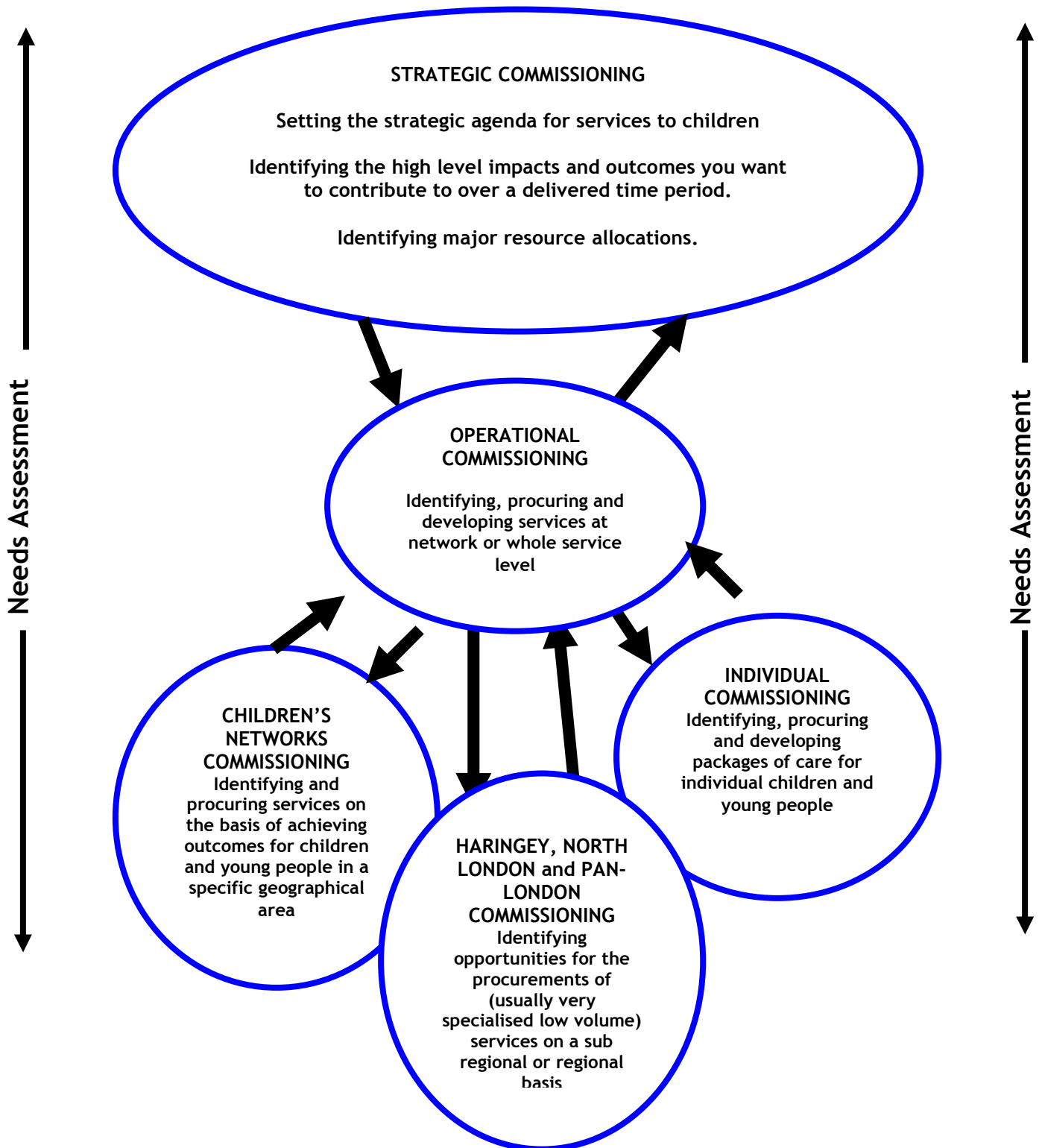
This phase will begin with a full audit of children's commissioning activity. It will involve more complex commissioning activity leading to full joint commissioning of agreed areas. The phase will also include a complete review and evaluation of joint commissioning strategy and processes and impact on outcomes. This phase will be reported in the meeting in the summer term 2007 (date not set yet)

23. The DfES Guidance on Inter-Agency Co-operation to Improve the Well-Being of Children identifies three levels of commissioning:

- strategic;
- operational; and
- individual

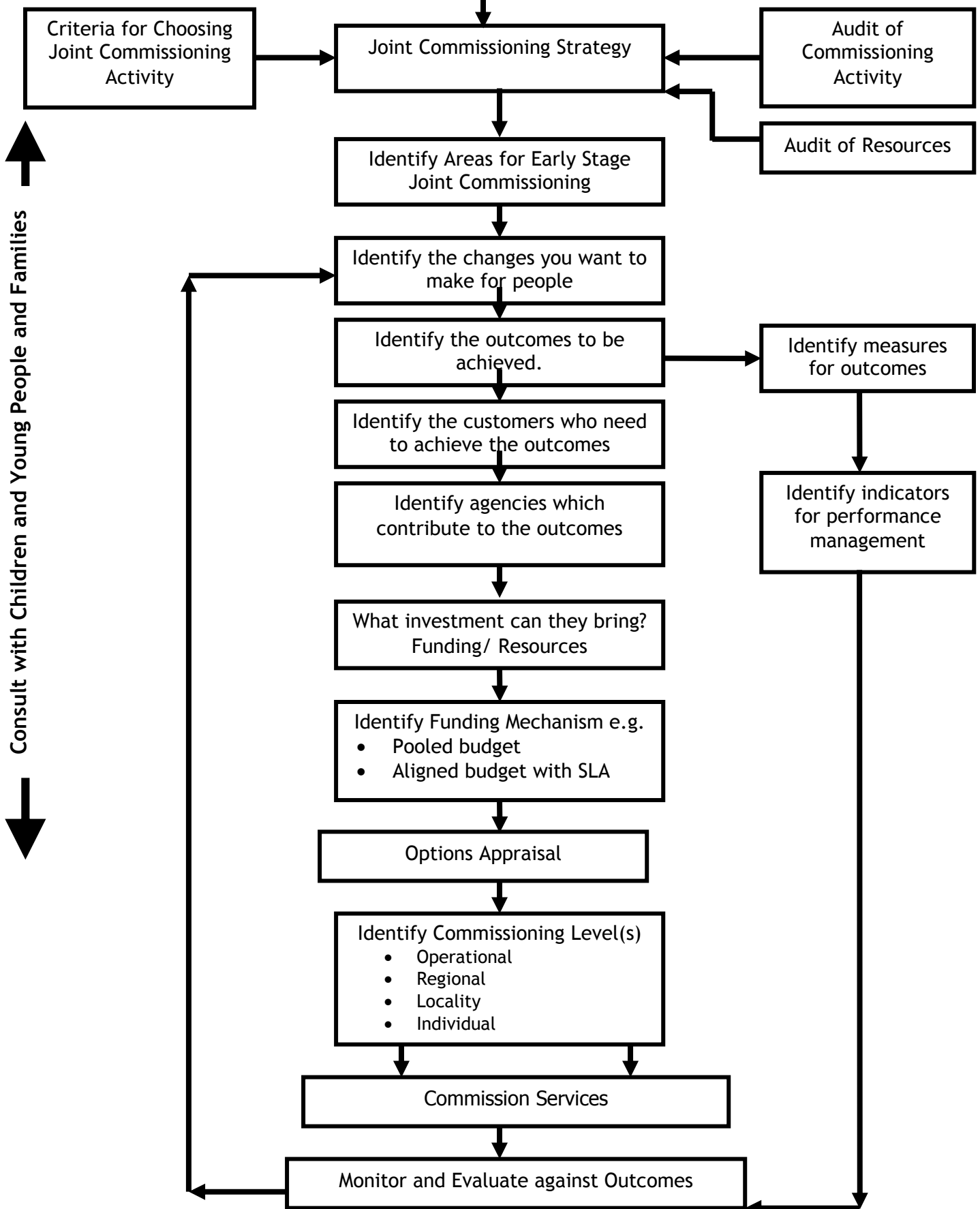
24. Commissioning exists now at the individual levels, for example, placements for LAC supported by a pan-London protocol. These levels will be considered as part of the development of the framework. The diagram in Annex 1 outlines the different levels of commissioning that will be addressed through the development of the framework and how these inter-link.
25. A draft action plan is included as Annex 3 and it is proposed that this should be used to take forward work on joint commissioning in Haringey.

Annex 1: Commissioning Levels



Annex 2: Proposed Model of Joint Commissioning for Haringey

Children and Young People's Plan



Annex 3: Joint Commissioning Action Plan

ACTION	Tasks	Time Scale
PHASE 1 – Reported to CYPSP November 2006		
Establish/Identify where strategic vision and high level decisions will be made regarding joint commissioning activity	<ul style="list-style-type: none"> • Identify structures to support joint commissioning • Set up a Joint Commissioning Board • Clarify terms of reference • Membership • Frequency of meeting etc. 	July 2006
Agree the Haringey Joint Commissioning Framework with Children and Young Person's Strategic Partnership Members	<ul style="list-style-type: none"> • Establish Consultation Process • Consult with partner agencies • Revise in light of comments • Attain formal agreement to work within the framework 	September 2006
Appoint Joint Commissioning Manager	<ul style="list-style-type: none"> • Develop agreements on accountability and employing organisation etc. • Develop written agreement • Appoint 	September 2006
Identify early stage joint commissioning opportunities for development Timed implementation plan for early stage joint commissioning	Early stage areas to be identified using: <ul style="list-style-type: none"> • Children and Young person's Plan priorities; and • The draft joint commissioning principles and framework 	September 2006
Begin Jointly commissioning early stage area/s	<ul style="list-style-type: none"> • Bring together key stakeholders • Identify lead commissioners • Agree impacts and outcomes • Agree resources • Apply options appraisal • Jointly commission 	September /October 2006

	<ul style="list-style-type: none"> • Implement interim monitoring 	
PHASE 2 – Reported to the CYPSP Jan/March 2007		
Incremental adoption of the framework by other agencies working with children in Haringey	<ul style="list-style-type: none"> • Make other partners aware of the framework and benefits of operating within it 	November 2006 onwards
Agreement on resources from key stakeholders to develop specific aspects of joint commissioning	<ul style="list-style-type: none"> • Identify the outcomes to be achieved by the role • Identify joint investment for post/s 	November 2006
Develop underpinning protocols and procedures based upon the framework principles	<p>Develop procedures including:</p> <ul style="list-style-type: none"> • Outcomes approach • Supporting Diversity • Involvement of children, young people and families • Learning behaviours and Reviews • Written agreements 	November 2006
Based on audit of commissioning activity and early stage areas for joint commissioning identify lead commissioners	<ul style="list-style-type: none"> • Identify role of lead commissioners • Establish what resources needed for lead commissioner posts 	November 2006
Implementation of the framework for joint commissioning	<ul style="list-style-type: none"> • Develop policies and procedures to implement the framework • Identify resources to support the implementation • Identify training required 	October 2006
PHASE 3 – reporting to the CYPSP June/July 2007 (TBC)		
Develop Full Monitoring and Evaluation process for joint commissioning process	<ul style="list-style-type: none"> • Review best practice in outcome monitoring • Agree local approach • Training and support to commissioners and providers • Implement with all new investments 	Jan 2007
Develop a consistent approach	<ul style="list-style-type: none"> • Based on action above 	Jan 2007

<p>to identifying and measuring the achievement of outcomes for children including commissioning and contracting for outcomes</p>	<p>agree best fit for local needs</p> <ul style="list-style-type: none"> • Implement robust outcome model • Training for staff, providers etc. 	
<p>Full audit of children's commissioning activity</p>	<ul style="list-style-type: none"> • Identify remit of audit including: • Costs • Identify what is joint funded • Joint resourced • Processes followed • Lead staff involved • Arrangements in place • Financial structures • Outcomes achieving • Identify where joint commissioning activity is/could be taking place 	<p>April 2007</p>
<p>Map investment in children's services and the outcomes/outputs achieved by this investment across key partner agencies</p>	<ul style="list-style-type: none"> • Establish criteria for which stakeholders included • Develop format for identifying investments • Categorise investments i.e. by service area/client group • Identify how/if outcomes can be identified 	<p>April 2007</p>
<p>Ensure Joint Commissioning Strategy is mapped closely to the subsequent annual programmes for <i>Changing Lives</i></p>	<ul style="list-style-type: none"> • Gather information from audit • Gather information from investment mapping • Identify Impacts and Outcomes to be achieved for children in Haringey based on Children and Young Person's plan, consultation etc. • Identify areas for joint commissioning • Develop timed plans for jointly commissioning areas of activity 	<p>February 2008</p> <p>And reported annually to the CYPSP</p>