A commissioning framework for Kent County Council:

Delivering better outcomes for Kent residents through improved commissioning



Introduction

Kent County Council (KCC) has extensive experience of commissioning, but our ambitions for the way in which we commission and the impact that we can achieve through this approach are growing.

The Council has already stated its intention to become a strategic commissioning authority. KCC's Members have made it very clear that this does not mean that we are outsourcing all services – KCC is committed to commissioning as an approach because we need to:

- Use our resources and those of our partners in a more joined up way, better connecting these resources to the needs of Kent and ensuring that we are achieving optimum value for money
- Have confidence that we are making the greatest possible difference to Kent residents through the services that we offer
- Take tough decisions that are informed by evidence when resources that we invest aren't working well enough to make a difference for our residents
- Work less in isolation than we have done in the past, by listening more to our residents, providers and partners, including District councils, to benefit from the expertise, capacity and resources that each bring
- Acknowledge that commissioning will feel very different to our local providers, in particular those from the voluntary sector, and that we need to support them to adapt to this change.

Our goal is to use the discipline of commissioning to develop the culture and 'mindset' of the organisation, and as such we will be embedding several core principles in everything that we do as an authority. These principles and what they mean in practice are outlined in this Commissioning Framework, the purpose of which is to ensure that:

- We are commissioning all services to consistently high standards, making best use of the tools and resources available - in an era of ever reducing financial resources, fulfilling our statutory responsibilities will remain our first priority, and taking a commissioning approach to how we achieve this will help ensure that we deliver the best outcomes for the resources available
- We are creating the conditions within KCC for the changes emerging from our transformation activity to be sustainably embedded
- Reflecting the public sector commitments within the Kent Partners' Compact, providers are supported to understand the process that KCC uses to commission services, and understand how they can be involved at each stage
- We are compliant with relevant legislation including the Best Value Statutory Guidance 2012, the Care Act 2014, the Public Services (Social Value) Act 2012 and The Equality Act 2010, and also that we are in line with best practice such as the National Commissioning standards for Adult Social Care.

The way in which these principles are embedded will vary from service to service across KCC but across the Council:

- Executive Members and Corporate Directors will be accountable for ensuring that these principles are embedded within their Directorates
- Non-Executive Members will play an important role in ensuring that these principles are reflected through our commissioning activities
- Our established project assurance and audit processes will be used to assess the extent to which we are progressing towards making these goals a reality.

The rest of this document outlines what we are seeking to achieve through each commissioning principle, and what this will mean in practice.

Summary of principles

Principle 1: Focused on outcomes for our residents

Principle 2: A consistent commissioning approach to planning, designing and evaluating services

Principle 3: The right people involved at the right stage of commissioning

Principle 4: Open-minded about how best to achieve outcomes

Principle 5: High-quality, robust evidence informing our decisions

Principle 6: Hold all services to account for the delivery of KCC's strategic outcomes

Principle 7: Customers at the heart of our commissioning approach

Principle 8: A commitment to building capacity

Principle 9: We will maximise social value

Principle 10: Our supply chains will be sustainable and effective

Principle 1 Focused on outcomes for our residents

Our goal:

We will plan and operate with a whole system approach, thinking 'what is the outcome we are trying to achieve, and is there a different way we could achieve this outcome?' We will have confidence that all services commissioned by KCC (internally or externally) are contributing to the Council's strategic outcomes (as set out in our new Outcomes Framework), and we will be less prescriptive about how this is achieved, to provide space for innovation.

What this means in practice:

As we apply a commissioning approach throughout KCC, we need to ensure that we have a clear focus on improving outcomes for the lowest possible cost, maximising social value for the resources that we and our partners have available.

The Council will increasingly fund internal and external providers on the basis that they will achieve particular agreed outcomes (rather than deliver particular outputs). The exact balance between inputs, outputs and outcomes prescribed will vary for every service but an increasing focus on outcomes will remain important across KCC, through the delivery of our statutory responsibilities. Commissioners will of course retain responsibility for ensuring that risk is managed appropriately, and safeguards are put in place within contracts to ensure that risks are managed, statutory requirements delivered and quality of service achieved and maintained.

The Council's contract management approach will also change to reflect this increased focus on outcomes. For example, to seek new perspectives on the effectiveness of commissioned services we may use approaches such as community events and formal evaluations involving service users to test service effectiveness.

A consistent commissioning approach to planning, designing and evaluating services

Our goal:

Good commissioning is not an end in itself, but rather it is an approach that we use to ensure that the decisions we take and the services we offer to our residents are the most effective that they can be. The way this commissioning approach is applied will vary for each service, but across every service we will demand equally high standards of those commissioning.

What this means in practice:

As the scale of our commissioning activity increases, it is important that our commissioners retain overall accountability for achieving outcomes, and that all stakeholders are clear about what should be happening at each stage of the commissioning cycle, what good should look like, and who is responsible for carrying out these activities.

Figure 1 overleaf outlines KCC's core standards for the key deliverables at each stage of the commissioning cycle.

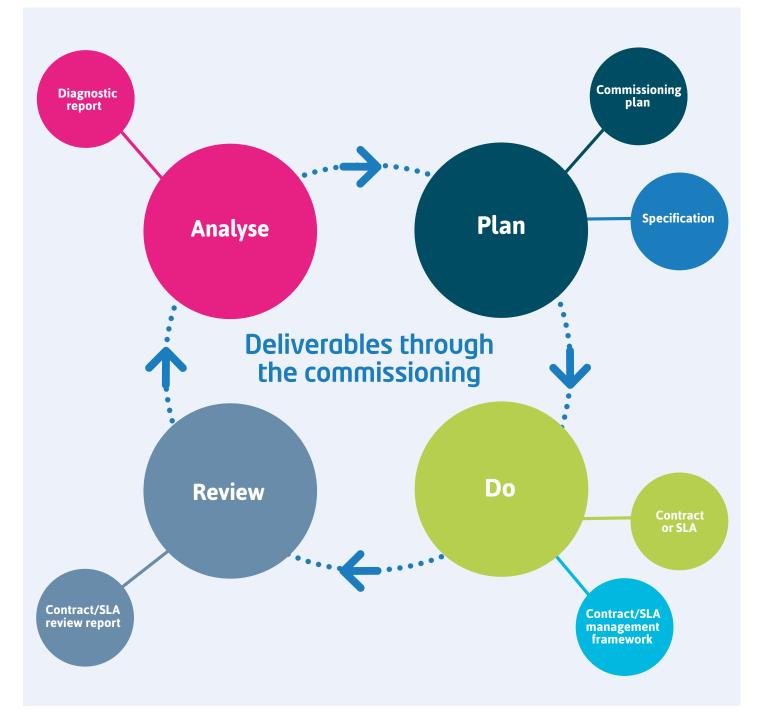


Figure 1: Deliverables through the commissioning cycle

Stage: Analyse

Deliverable: Diagnostic report

Purpose of document

To summarise the findings of the 'Analyse' phase, and use these findings to inform proposals for what should be achieved through this commissioning exercise

Stage: Plan

Deliverable: Commissioning plan

Purpose of document

To demonstrate how we will put in place services to achieve the agreed strategy and meet the identified needs

Stage: Plan

Deliverable: Specification

Purpose of document To ensure that the service commissioned (internal or external) has a specification which sets out the outcomes which must be improved through that service, and the level of change KCC expects to see for the funding available

Questions the Diagnostic report should answer

- What are the challenges we are seeking to address?
- What are the needs of our residents and/or service users and how are these likely to change?
- What are practitioners and service users telling us?
- What other resources are being used to tackle similar issues and outcomes?
- What is driving demand for these services and what is our evidence for this?
- How is demand for these services likely to change and what will be the impact?
- How effective are the services currently being delivered and what is the current cost?
- What is the state of the current market and how is this likely to change?
- Is KCC the best placed organisation to provide services to support this outcome?
- How can we join up resources and activities with other partners to maximise our impact?
- What are the outcomes we are seeking to achieve through this new commissioning exercise?
- What will success look like?

Questions the Commissioning plan should answer

- What options are available to us for how we could improve these outcomes?
- Should we 'make' this service in-house, 'buy' from an external provider, or do something else?
- Should we redesign or decommission an existing service?
- How can we ensure the diversity, sustainability and quality of the market?
- What are the advantages and disadvantages of each option and what do we think is the approach that will give us the greatest likelihood of success, balanced against likely risk?
- How will local priorities and differences be considered and addressed through the service, including findings from the equality impact assessment?
- How can our commissioning approach help to manage demand for these services?
- Is it more appropriate to commission a countywide or local service? Why?
- What will be the financial impact of doing this?

Questions the **Specification** should answer

- What are the outcomes that we need to see achieved/improved through this contract?
- What are the constraints that the provider needs to take into account? E.g. statutory requirements, legislation, established processes etc.
- What particular activities, services, processes or outputs specifically have to be delivered, and what can be determined by the provider?
- Who is the service for / not for?
- How will the performance of the contract be measured?
- What short, medium and long term indicators will we use to track impact?
- What information will providers need to share with KCC during the life of the contract and who will own this data during and at the end of the contract, including data on risks and issues?
- How is the contract expected to be staffed? Any TUPE implications?

Questions the **Specification** should answer (cont.)

- Any expectations regarding use of sub-contractors?
- How will the relative merits of each bidder be evaluated?
- How will the provider be rewarded?
- What will the commissioner commit to doing / providing?
- How long will the contract last and can it be extended?
- What is our exit strategy should it be required?
- What will happen at the end of the contract and how will this need to be managed?

Stage: Do

Deliverable: Contract or SLA

Purpose of document Agreement which will set out what all parties are legally obliged to deliver and achieve through the contract / SLA

Stage: Do

Deliverable: Contract/SLA management framework

Purpose of document Define how the contract/SLA will be managed, so that commissioners, contract managers and providers know how contract performance will be measured

Stage: Review

Deliverable: Contract/SLA review report

Purpose of document

Report to summarise findings from formal evaluation of the service and identify priorities for next commissioning exercise

Questions the Contract or SLA should answer

- What contractually is required to be delivered?
- What do KCC and the provider both commit to doing / providing?
- Who will be the main point of contact for issues relating to local service delivery (in particular as an escalation point for elected Members)?
- How will the provider be paid, including any payment by results and penalties for failure?
- How can both parties terminate the contract and under what circumstances?

Questions the Contract/SLA management framework should answer

- What are the short, medium and long term indicators KCC will use to measure service impact?
- What combination of indicators will be used to measure impact on outcomes, financial performance/impact, and output/process/activity measures?
- How often will these indicators be measured and how will the data be collected?
- What are the risk management arrangements that will ensure transparency of risks faced by both parties and how will they be managed?
- What is the escalation process if measures indicate a performance outside agreed tolerance?
- What is the process through which indicators can be changed during the life of the contract?

Questions the Contract/SLA review report should answer

- Has the service delivered what we expected (outputs and outcomes)? If not, why not?
- What do service users tell us about the impact of the service/s commissioned?
- What were the results of the formal evaluation?
- How has the market for these services changed?
- What do we now know about how needs and demand are changing?
- What does this mean for future commissioning? What should our commissioning priorities be?
- What should we do next? Re-commission, commission differently, decommission?
- What should we do differently in the next commissioning exercise?

The right people involved at the right stage of commissioning

Our goal:

Improving outcomes using a commissioning approach is not the responsibility of any one person or team within KCC. Instead it requires genuine collaboration between those providing services internally and externally, our Executive and non-Executive Members and our partner organisations in all sectors across Kent.

To address any commissioning challenge we need to free up our commissioners to appropriately harness the skills and expertise of each group, trust the input that they provide, and work together to make the difference we demand for our residents.

What this means in practice:

Effective strategic commissioning within KCC will see greater collaboration underpinned by high levels of trust. The specific stakeholders and partners collaborating on any particular commissioning exercise will depend on the outcomes to be achieved. We will be clearer about who is responsible for each aspect and stage of commissioning within each Directorate, and this is a critical step that we need to take to ensure that our commissioning activity is as effective as possible. Extensive commissioning is already carried out across KCC, and people contribute to this comprehensive process in a range of different ways, which are outlined in **Table 1':**

The different roles of commissioning and procurement teams through the commissioning cycle can sometimes cause confusion when a procurement exercise is undertaken, and to maximise efficiency and effectiveness it is important that all stakeholders involved understand their roles. We will provide guidance to staff to ensure that these roles are clearly defined and that KCC's procurement expertise facilitates high-quality commissioning.

Role in commissioning	Definition
Political	Elected Members defining the outcomes they require or desire for the county of Kent
Strategic	Executive Members, Chief Officers, Directors and their delegated officers (working with colleagues with relevant expertise) balancing the required political outcomes with statutory obligations, practical constraints and assessment of need and demand to define the outputs they require from their provider partners, within the total resources available
Operational	Directors and senior managers delivering projects and services to achieve the required outputs and outcomes, as directed politically and strategically
Personal	Residents directing their own support using personal and individual budgets or via self-funding

Table 1: involvement of different commissioners

¹ Based on http://www.nlgn.org.uk/public/wp-content/uploads/Effective-Commissioning_WHITE-PAPER.pdf

Open-minded about how best to achieve outcomes

Our goal:

We will be open-minded about the provider most suitable to help achieve outcomes or deliver a service – this not only means being flexible about the sector from which to commission, but also means being creative when thinking about how to achieve an outcome.

What this means in practice:

Our empowered commissioners will build on KCC's experience of exploring new delivery models, by transparently and robustly appraising the most appropriate delivery model for each service, ensuring that the optimum balance between cost and outcomes is achieved. The questions to be asked at the 'Analyse' stage of the commissioning cycle outlined in **Figure 1** will have a critical role to play in helping Members to decide how best to provide services to meet needs. We will not default to always procuring services – we will consider the full range of delivery options available to us, including the use of grants where appropriate, in line with KCC's policy on the use of grants.

KCC will also think more creatively about the type of skills a provider might use to achieve the required outcomes, for example could arts organisations help to improve mental health outcomes?

High-quality, robust evidence informing our decisions

Our goal:

We will become an organisation that actively values and harnesses the power of data. We will use the wealth of data within KCC and from our providers in a more intelligent way, applying cutting-edge analysis skills and techniques to drive better understanding and decision-making. We will listen to and act upon evidence that challenges our assumptions.

What this means in practice:

The way in which we ensure that high-quality, robust evidence informs decisions will depend on activities within each Directorates, but will involve:

- Using data available across KCC and our partner organisations to identify patterns and drivers of demand and impacts of interventions on outcomes
- Targeting this information to identifying solutions to critical challenges that KCC is facing
- Ensuring that the findings from this analysis drive different commissioning plans and decisions, focusing more on the root causes of demand than on the symptoms
- Carrying out rigorous evaluations of the effectiveness of the services commissioned
- Ensuring that we retain ownership of data produced and used by our providers.

The Council's governance structures will also have a role to play in ensuring that evidence is informing our commissioning decisions and that we act upon impartial evidence about the impact achieved by services that we commission, whether they are provided internally or externally.

Hold all services to account for the delivery of KCC's strategic outcomes

Our goal:

As we move to a more diverse range of delivery models, effective contract management will take on an increasingly important role within KCC. We will hold all services to account for delivering KCC's key outcomes (be they with internal or external service providers), and will demand robust evidence that demonstrates the impact that is being achieved with KCC resources. This stems from having mature, collaborative relationships with our providers and this positive engagement will help to shape effective solutions for our residents.

What this means in practice:

Each service commissioned by KCC (internally or externally, through a contract, SLA or grant) will be expected to contribute to a significant impact on outcomes as specified in the Council's Outcomes Framework, but whatever is being delivered and whichever delivery vehicle is selected, we will expect all commissioned services to demonstrate the following attributes and behaviours:

- A collaborative relationship with KCC commissioners, in particular working together to develop innovative solutions to meeting the needs of Kent residents
- A transparent approach to designing, delivering and evaluating services commissioned by KCC
- Commitment to involving service users in the design, monitoring and evaluation of services
- Flexibility to adapt to the changing needs of service users through the life of the contract
- Ability to help manage demand, by understanding and tackling the root drivers of demand
- Meet statutory requirements which KCC is obliged to fulfil
- Making best use of KCC's resources, joining up with other delivery partners to reduce duplication and maximise impact where possible
- A commitment to supporting Members to know what is taking place on the ground in their local areas and resolve local issues
- A genuine commitment to maximising social value through the delivery of the services commissioned.

In turn, we have a commitment to be an excellent commissioning partner by:

- Developing and maintaining effective and productive relationships with our providers, based on honesty, transparency and collaboration
- Providing clarity when commissioning about the outcomes we require, the constraints that we are working within and how we will measure success
- Limiting the administrative burden placed upon providers
- Supporting providers (in particular smaller providers and those from the voluntary sector) to engage in our commissioning and tendering processes, helping ensure that they understand what is required of them and how they can compete effectively.

Customers at the heart of our commissioning approach

Our goal:

Recognising that customers themselves have a vital role to play in shaping services to meet their needs, we will listen more to what our customers tell us about the way in which we can together meet their needs and increase their independence. Kent residents will be regularly and actively engaged in the commissioning of our services, and will have confidence that their priorities shape the services we put in place.

What this means in practice:

Our engagement approach will become more consistent to ensure continuity, and we will use a coherent approach towards engaging residents and service users across all directorates. This will provide a commitment to service users about standards and also allow a baseline to be established. The key ways in which we may involve KCC residents at each stage of the commissioning cycle are shown in **Table 2** on the next page.

Not all residents or service users will want to be involved in planning and designing new services, but there is likely to be a significant proportion who will want to receive information about what is happening or be involved in other ways, and our approach to engagement needs to reflect these preferences.

It is also important to recognise that stakeholder engagement can have an impact on the cost and timescales of commissioning activities, therefore commissioning plans will need to consider what is the most appropriate way of balancing stakeholder engagement with resources available to manage this, and timescales necessary to carry out the commissioning exercise.

Principle 7 Customers at the heart of our commissioning approach

Table 2: customer engagement in commissioning

Stage	How we may engage service users and other stakeholders
Analyse	 Workshops with providers to find out what is working well / less well at present Focus groups, interviews and other engagement approaches with service users, potential service users and partner organisations to find out about their needs and help to establish priorities Where appropriate, service user representatives included in the Steering Group for the commissioning exercise Better establish and standardise community analysis tools and processes such as mystery shopping, and community evaluators
Plan	 Work with service user representatives and partner organisations where appropriate to define the outcomes to be achieved through the new service and the characteristics of what a good service will achieve for them Service user representatives are involved in developing the service specifications and setting the evaluation criteria
Do	 Service user representatives are involved in the tendering process e.g. through attending provider presentations and reviewing tender submissions Support providers to engage in the tendering process through capacity-building workshops and advice
Review	 Providers' performance evaluated against the outcomes originally defined by service users People who use the service play a key role in reviewing the performance of providers, through a variety of methods, such as service user assessments, mystery shopping or as peer researchers

Principle 8 A commitment to building capacity

Our goal:

We will actively lead the growth of commissioning skills and capacity within KCC to ensure that we are commissioning effectively. We will build commissioning capacity within our provider partners (including private sector, voluntary and SME sectors as well as our in-house providers), developing diverse and sustainable local markets to ensure that these organisations have the opportunity to compete for KCC services by demonstrating the impact that they can deliver. We will encourage new models of delivery (such as consortia of partners from public, private and voluntary sectors) and work with a mixed economy of providers from different sectors, all of whom will be committed to maximising social value and bringing greater cohesion to our communities.

What this means in practice:

Every member of KCC will have their part to play in helping us operate as an effective strategic commissioning authority, and it is essential that our staff have the skills required as our ways of working evolve. We will therefore develop a Workforce Development Plan which will identify the skills, competencies and behaviours needed within a strategic commissioning authority across commissioners, internal providers, support staff or Members, and will ensure that they have access to the range of training required to meet their own development needs. This will also help to ensure that our commissioners have the skills required to understand and manage local markets effectively.

The Council is already supporting our partner organisations to build their commissioning skills and capacity, and will build on this significantly as we move forward to further support our partners, depending on the needs that they have and the areas in which they would most benefit from capacity building support. For example, we are likely to:

- Actively encourage and promote investment and innovation in the market and ensure our tendering and procurement processes promote and accommodate the full range of providers in order to deliver the best possible outcomes for residents
- Offer procurement training to local voluntary sector organisations and SMEs to help them understand how our commissioning and procurement processes work, so that they are prepared to participate
- Support local providers to join up with other providers to help combine skills and expertise, thereby increasing their chances of competitive success
- Seek opportunities to engage consortia of small and medium sized organisations to jointly provide KCC services, and support Lead Providers to select their partner providers to ensure they reflect variety and innovation as well as historic track record of improving outcomes
- Publishing our timeline of commissioning intentions for a given period so that providers can see the range of commissioning activity underway and can be prepared to participate if a decision to procure externally should be taken.
- Ensure that we have clear plans in place to prevent and manage provider failure, if appropriate.

Principle 9 We will maximise social value

Our goal:

We will plan how to maximise the community benefits through any commissioning activity that is being undertaken. We will apply the same considerations of social value to all commissioning that we undertake, we will focus on social value priorities that are most relevant to KCC and from the earliest possible stage, as a standard part of designing and specifying any KCC service, we will incorporate social value outcomes and consider how equality can be advanced, where relevant and in a proportionate way.

What this means in practice:

Although we are only required to comply with the Social Value Act when procuring services above the threshold value, KCC's commitment to maximising the community benefits of its expenditure means that we will apply the same considerations to <u>all commissioning that we undertake</u>, for goods and services. The way in which we apply these considerations will differ from case to case, however the commitment to improve the economic, social and environmental well-being of Kent will be consistent.

We will consider and act to ensure that social value can be enhanced and equality can be advanced **both a) through the delivery of a service itself as well as b) through additional value that a provider might offer in addition to the core requirements of a contract.**

We will focus on social value priorities that are most relevant to KCC, depending on the nature of the specific commissioning exercise, including:

- Local Employment: creation of local employment and training opportunities
- **Buy Kent First**: buying locally where possible to reduce unemployment and raise local skills (within the funding available and whilst minimising risk to KCC)

- **Community development**: development of resilient local community and community support organisations, especially in those areas and communities with the greatest need
- **Good Employer**: support for staff development and welfare within providers' own organisations and within their supply chain
- **Green and Sustainable**: protecting the environment, minimising waste and energy consumption and using other resources efficiently, within providers' own organisations and within their supply chain

From the earliest possible stage, as a standard part of designing and specifying any KCC service, we will incorporate social value outcomes and consider how the service will contribute toward achieving KCC's equality objectives, where relevant and in a proportionate way. This will also be done in line with the Council's policy on the use of grants. We need to ensure that social value is maximised within the funding available for the particular service, and that assessment of social value is one factor considered when evaluating a potential service delivery model or proposition – not at the expense or risk of issues such as value for money and service quality.

This means asking the type of questions outlined in **Table 3** – these are just examples and commissioners will no doubt expand and refine this to reflect the particular social value priorities most relevant to the services they are commissioning.

Principle 9 We will maximise social value

Table 3: social value considerations in commissioning

Have you considered questions such as:					
Social	Environmental	Economic			
 What other community benefits can be achieved through the delivery of this service? What other social outcomes can we achieve in addition to the core requirements of the contract? How can we make better use of community assets when commissioning and delivering this service? What is the impact on equalities of our commissioning plan? 	 How can we minimise any negative environmental impacts? How can we encourage ethical and fair trade purchasing? How could 'green objectives' be promoted to staff and the wider community? How can waste be reduced or recycled? 	 How can we create skills, training opportunities? How can we create short and/ or long-term employment opportunities? How can we create supply chain opportunities for SMEs and voluntary organisations? Will this service employ mainly Kent staff? How can we enhance market diversity? 			

Our supply chains will be sustainable and effective

Our goal:

KCC's shift towards more outcomes-based commissioning is likely to lead to an increase in the commissioning of lead providers who manage consortia of partner organisations, harnessing the wide range of expertise across different sectors. We will ensure that the Council's supply chains not only play their part in the delivery of outcomes for Kent residents but do so in a way that is sustainable and effective for all organisations involved.

What this means in practice:

There are several principles that KCC will adhere to when commissioning, to help ensure that these supply chains are sustainable and effective for all organisations involved.

Similarly there are several principles which we will expect our suppliers to embed within their own activity, outlined in **Table 4 on the next page**. These principles are in line with the Kent Partners' Compact. This does not mean that we will always use a lead or prime provider model when commissioning, but where sub-contracting is taking place, we will expect compliance with these principles:

Our supply chains will be sustainable and effective

Table 4: supply chain principles for commissioners and providers

Supply chain principles for commissioners	Supply chain principles for providers
 Commissioners will clearly define the outcomes expected from each contract, focusing on the skills and expertise required rather than the way in which a service should be provided, so that providers can develop the most appropriate consortia of providers Commissioners (including Elected Members) will look at the performance of all providers within a supply chain when monitoring the effectiveness of any service We will work closely with providers to ensure that the pricing model developed for each consortia contract is effective for all partners, rewards good performance, drives the required behaviours and outcomes, and does not have unintended impacts on demand We will have visibility of the role played by each subcontractor, including payment terms, volumes of activity and change mechanisms Commissioners will recognise the investment made by lead providers in managing the supply chain to the required standard Issue resolution and exit strategies for the contract as a whole and for individual subcontractors will be clearly defined within the specification and contract 	 Providers will select their sub-contractor partners not only to ensure that the requirements of the contract are fulfilled, but also to ensure that there is alignment of values and approach Providers should ensure variety in supply chains and promote innovation Supply chain partners will agree how they will work together through the life of the contract and make this clear in their tender submissions to KCC Relationships between commissioners, lead providers and subcontractors will be developed to facilitate effective collaboration through the life of the contract Providers have a responsibility to manage supply chains with integrity and openness. Subcontractors should be clearly informed of the lead provider's expectations, managed in a transparent way and supported via clear communication and guidance. All providers within a supply chain will be clear as to what they are responsible for delivering, how they will be rewarded and penalised, and how impact and delivery of each subcontractor will be tracked All risk should be appropriately managed to ensure that risk is not passed to subcontractors in a way that is disproportionate to their part in the contract Providers will negotiate terms with their subcontractors to ensure that the subcontractor's reliability, progress and achievement, can be monitored by KCC Providers should be able to demonstrate that they actively seek and use feedback from all stakeholder groups

November 2014

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