

# Rutland County Council

## Strategic Commissioning Statement

People Directorate

2019 - 2024

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**Childrens' Vision: *Right support at the right time in order for children and young people to meet their full potential.***

**Adults' Vision: *Healthy, Independent, A sustainable future***

Together our visions for children and young people and adults are driving us to make the best use of our assets and resources to deliver services which enable individuals to live their healthiest and happiest lives safely.

## **1. Introduction**

This Strategic Commissioning Statement sets out Rutland County Council's strategic commissioning approach for Services for People. It explains what we want to achieve from our services in the future and how we intend to commission.

### **1.1 What is commissioning?**

Strategic commissioning is a cycle of activities designed to take a broader approach to commissioning by:

- Assessing what users really need from services;
- Addressing gaps in provision within available resources;
- Looking at new ways of delivering services;
- Procuring or developing in house those services;
- Consistently monitoring and reviewing the impact of services.

### **Commissioning is not...**

- **just about budgets**  
Effective commissioning can influence others through the planning process – understanding needs to focus and target services. Sometimes additional investment in effectively commissioned services creates efficiencies in the longer run through greater impact and improved outcomes, and especially where this reduced demand for more acute interventions.
- **just about procurement**  
Commissioning is much wider than procurement processes and contracts. The key to effective commissioning is agreeing the need for, and purpose of, services; this supports the development of options with a wide range of stakeholders, and designing a delivery model which ensures the best possible outcomes can be achieved – be this on an individual or a service basis. Procurement can only take place once these essential stages have been completed.

- **just about external provider contracts**  
Services aimed at ensuring better outcomes for individuals and communities should be delivered by those best placed to do so and at the best value. This does not always mean the contracting an external provider; it may mean delivering a service in-house, shifting the focus of an existing service, or enabling communities to deliver for themselves.
- **just about the Council's view**  
By involving everyone in the initial stages to understand needs and design a service, including current and potential service users, staff and providers, services can be commissioned in a way that will make the most impact. Joint commissioning with partners can create more effective use of resources; and where the Council does not have a direct commissioning role there may still be opportunities to influence with partners, including local communities, to ensure the best possible outcomes.

## **Macro and Micro Commissioning – what's the difference?**

Macro-commissioning refers to the commissioning process at a population level – looking at needs and services for whole groups of service users or communities. It looks at the aggregate need of service users and develops services to meet their overall needs as a group.

Micro-commissioning refers to the process for an individual – identifying their individual needs and aspirations, and then commissioning care and support services specific to them. This process is undertaken by care workers and social workers as part of their care/support planning with individual service users.

Both are important. Macro-commissioning offers opportunities to develop and provide services which may not be viable at an individual level and - as long as they are flexible - which can meet needs for a range of service users. Micro-commissioning offers a personalised approach, specific to that individual, but also enables us to understand in more detail what individuals want and need in order to influence wider macro-commissioning.

## **2. Commissioning Drivers and Influences**

### **2.1 Policies and Priorities**

This Statement takes account of the current and emerging national and local commissioning themes. There is a wealth of policy and guidance nationally, regionally, and locally which informs and steers how services are commissioned. In particular, the key drivers for the People Directorate over the next five years will be:

- Integrated Commissioning for Better Outcomes Framework 2018
- NHS Sustainability and Transformation Plans

- Children and Social Work Act 2017 and the revised Working Together to Safeguard Children 2018
- Changes to housing and to benefits legislation, including the introduction of the Homeless Reduction Act 2017
- The changes to government funding and the increasing need across the public sector to do 'more for less'

This Statement also contributes towards achieving Rutland County Council's corporate priorities of:

- i. Delivering sustainable growth, supported by appropriate housing, employment, learning opportunities and infrastructure (including other Public Services)
- ii. Safeguarding the most vulnerable and supporting the health and well-being needs of our community
- iii. Planning and supporting future population and economic growth to allow businesses, individuals, families and communities to reach their full potential
- iv. Ensuring the Council's medium term financial plan is balanced and based on delivering the best possible value for the Rutland pound

The People Directorate has now added two further areas of business to its responsibilities:

- 1) Housing - Housing options, homelessness, and preventative support; and
- 2) Community Safety - including crime and anti-social behaviour, and domestic abuse.

These areas bring with them further opportunities to look at services with a broader view, particularly with respect to our prevention work and supporting those who are most vulnerable.

### **3. Where Do We Want To Be?**

The Council historically delivered the commissioning, procurement and contracts management activities for People Services in a fragmented way. Over the last three years there has been a significant shift in the way which services are reviewed and commissioned in Rutland, with a more integrated approach to reviewing services and developing revised or new delivery models, based on a clear understanding of needs and on a whole-life approach to services. We have restructured staffing to enable capacity to be brought in to commissioning activity to support our service delivery.

Our services should meet individuals' and communities' needs in ways which make sense to them and support them. Our focus is on how our services add value to people's lives and how they meet people's individual needs – seeing people as individuals, rather than as a set of customers, or as a condition or need.

We will commission services which enable **people** to:

- Live safely
- Maintain their independence
- Build resilience and reduce risks to themselves and their families
- Address issues in their lives in a way enables them to retain choice and control

We will commission in a way which enables **services** to:

- Meet needs of individuals in a way which makes sense to them
- Be local and sustainable
- Enable the best use of our assets and resources
- Deliver value for money

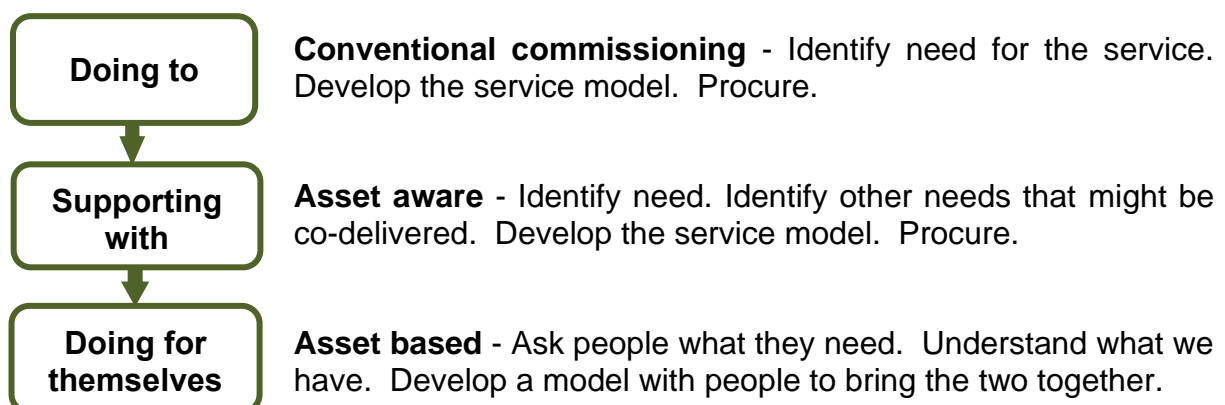
We have made a deliberate decision not to separate out our intentions for commissioning services for vulnerable individuals or those with disabilities: **we will focus on person-centred approaches and strength-based service delivery to align with our social work approach of value-based practice.**

Everyone within our communities has skills and strengths; by using our services and assets to support and build on these strengths, we can empower people to have choice and control in their, and their families', lives. It is this approach which we believe links all of our services and our aspirations together in a way which is inclusive for all.

#### 4. Our Commissioning Approach

We are committed to making the shift from fitting individuals into services, to services which are moulded round the individuals, setting parameters for what should - and could – be achieved for service users.

Our commissioning approach going forward reflects a greater emphasis on asset-based approaches: from organisations doing to service users to individuals being enabled to do for themselves:



This approach of asset-aware and asset-based commissioning enables us all to make best use of the resources within the county and allows our residents to have greater influence in directing how these resources are deployed. However, we recognise that more some overarching and infrastructure services this approach is not possible (for example, our CCTV provision within Community Safety; clinical provision for children and adults). For these services, we will continue to use conventional commissioning, focusing on outcomes achieved and value for money.

Our communities in Rutland are rich in assets: the people of Rutland have skills, energy, and passion for the county; individual villages often have a key physical structure at their heart which gathers the community in; we have a plethora of green spaces and activity opportunities. By supporting our communities to make the best use of these assets, we will support the sustainability of services within Rutland.

## **4.1 Outcome-based Commissioning**

*An outcome: an impact, effect or consequence of a service or policy.*

Outcome-based commissioning provides a less prescriptive approach to the service activities commissioned and delivered. By focusing on outcomes, service providers are enabled to use their knowledge and understanding to create solutions which meet service users' individual needs, priorities and preferences. Used well, it can promote innovation and more effective use of resources.

As a Directorate, we have developed a set of overarching outcomes for People's Services which fit with our Corporate Priorities and which set our strategic direction; from these overarching outcomes, underneath which the outcomes for all individual services will be tailored to ensure a coherence across our services.

## **4.2 Informed Commissioning**

### **4.2.1 Co-Production**

The term 'co-production' refers to the way in which services are developed in conjunction with people. It requires active input by the people who use the services, as well as those who have traditionally provided them. It recognises that those who have lived experience of services have expertise, knowledge and skills which can help to improve the service, rather than simply a need which must be met. This approach to strategic (macro) commissioning aligns to the person-centred approaches used within individual casework and commissioning for individuals (micro-commissioning).

Within co-production, it is necessary to manage the expectations of those who are contributing – not everything they would like in a service is possible or feasible for a variety of reasons and sometimes it is necessary to prioritise elements of services in order to meet needs within other constraints.

Co-production needs to take place early in the commissioning process to avoid being tokenistic or a means simply of reaffirming an existing model.

Our intention is to always use both the feedback we have received over the lifetime of an existing service and to engage service users, their carers and families specifically in developing ideas and plans for new or replacement services, and the specifications and evaluation of those services. We acknowledge that this can be challenging at times, but it will remain a key aim.

#### **4.2.2 Co-design**

In a similar vein, co-design includes the providers of services and other professionals at an early stage to inform our understanding of current delivery, what is working well and where any gaps are. Those who are referring into and/or delivering services are well-placed to provide 'on the ground' knowledge which can help to shape future fit of services into the wider provision, and solutions which address current challenges – again, these might be on an individual as well as on a service basis.

We aim to make best use of providers' knowledge and insight through our existing contractual relationships, wider soft market testing in relation to specific services, and wider local and regional networks. We have previously trialled an innovative approach, inviting providers to apply to be part of a group developing a new service and specification, following which they were then eligible to bid to deliver the new service. This worked extremely well, and we will continue to look for ways in which we can involve providers more.

#### **4.2.3 Data & Intelligence**

Data and intelligence play a key role in commissioning by enabling us to understand levels and types of need, and how well we are addressing needs.

We will use internal performance data on the Council's own services and the contract monitoring information taken from across the lifetime of contracts we commission, to understand service provision in more detail, highlight gaps in provision, and to understand how individuals make use of services. This will enable us to design more logical and intuitive access and support; fitting the service delivery around how people wish to make use of services rather than how we think they ought to be delivered.

The most efficient and effective commissioning uses micro-activity to feedback into wider strategic commissioning, and vice-versa. We will gather the wealth of insight available from workers who are responsible for commissioning individuals' care and support to inform the wider picture of services and needs, as well as to inform key decisions made in relation to individuals' care but which can impact on the whole system (including budgets). For example, we might see that several individuals have needed the same type of very specialist support and that individual workers have commissioned it out of county with differing providers. By bringing that information together, we might look to develop a solution in county, or work with a single provider to develop and support all of our residents who need that service.

### **4.3 Responsible Commissioning**

#### **4.3.1 Commissioning with the Voluntary and Community Sector**

The Voluntary and Community Sector (VCS) covers an array of organisations, including charities, social enterprises and community organisations; and range from



large national or regional organisations with dedicated infrastructure support, to small community groups run solely by volunteers.

The potential contribution of the VCS should be considered as part of the development of commissioning plans in order to make effective use of all available resources to deliver the best outcomes. As public service funding becomes more restricted, the VCS has a significant role to play both in the delivery of services and in building social capital within communities. However, it should not be relied upon to simply replace contracted services, but rather to better understand the assets already within communities and to support identification of alternative, additional sources of funding.

Rutland has a Voluntary Sector Compact between statutory and voluntary sector organisations, setting out the framework for the working relationships. It aims to improve communication, understanding, collaboration, trust and respect between the public sector and VCS, and to increase awareness across the VCS of the commissioning opportunities available to them.

#### **4.3.2 Equalities**

The Council is required to show compliance with the Equality Duty as set out in the Equality Act 2010. Equality Impact Assessments can help to identify gaps in service provision, areas of synergy between services and/or with partner agencies; and help to indicate how effective services are at reaching residents. Equalities should be considered from the very initial stages of the commissioning cycle and during the needs analysis will help to identify the specific requirements of potential service users, thereby allowing these requirements to be appropriately reflected in the design of the service through the specification.

Rutland County Council uses a set process to screen for equalities impacts, and then complete a further full Equalities Impact Assessment as appropriate.

#### **4.3.3 Social Value**

Social value refers to approaches which maximise the additional benefits that can be created through the delivery and procurement of goods and services, above and beyond those directly related to that provision. In particular relating to:

- Health and wellbeing
- The wider economy
- The environment
- Community cohesion and empowerment

Rutland County Council has a Social Value Policy Statement setting out the Council's approach to Social Value.

<https://www.rutland.gov.uk/my-business/selling-to-the-council/procurement/>

## 5. How Are We Going To Get There?

### 5.1 Commissioning Principles

In order to achieve better outcomes for individuals and communities, we must continue to move towards a more integrated and coordinated approach to commissioning. The following principles have been developed to support this, based on the *Commissioning for Better Outcomes: A Route Map* (LGA, 2015).

**i. Needs-Led and Evidence-Based**

We will utilise use high quality and robust evidence to inform service planning. We understand that people using services, and their carers and families, are experts in their own lives, and will encourage them to share their experiences of services with us.

**ii. Collaborative**

We will work in partnership with other commissioners and with providers to reduce duplication, and make best use of resources; supporting local communities to help themselves and working will everyone to further develop local community-based services. We will build partnerships with the private sector as well as the public and voluntary and community sector, where appropriate to support the delivery of our wider strategic aims.

**iii. Transparent**

We will be transparent in our decision-making - being clear what we are cannot do, as well as what we can – and how we allocate our resources. We will hold services to account for the delivery of services against our strategic aims and outcomes.

**iv. Sustainable & Supports the Market**

We will focus on quality, workforce development and value for money, re-aligning our resources to maximise the impact services, whilst recognising that some organisations require additional support from us to develop and manage their business. We will use our commissioning activity to support a diverse and sustainable market which delivers positive outcomes for local people and communities.

**v. Value for Money**

We will balance quality, outcomes and cost to make best use of our and our partners' resources; encouraging and supporting external sources of investment in our communities. We will endeavour to ensure that our fees and payments for services reflect the true cost of delivery for both internal and external services. Key to this is our understanding of the whole life cost of support versus the benefits to the individual, and consequently the importance of our focus on outcomes and the impact of services.

In addition, a set of outcomes to achieve the People Directorate and Council's corporate priorities has been drawn up to give parity and consistency across our commissioning activity. This is set out in Appendix A.

Whilst this Statement provides the high level principles and outcomes for the People Directorate's commissioning activity, there may be detailed national guidance or standards which also need to be taken into account as part of the commissioning process and reflected in service delivery models and specifications.

## **6. The Role of Providers and the Community**

This Statement focuses on the changes we intend to make and how this will impact positively on the service we commission and deliver to residents in Rutland. Providers and the wider community play a vital role in supporting us to achieve our ambitions.

### **We will ask providers to:**

- Offer flexible adaptable support which responds to the skills and interests of the people they support
- Be aware of non-monetary resources - identify buildings and networks (for example churches, peer support) which are available locally, and pro-actively work to complement and strengthen the support they already, or could, provide to users
- Work with people using their services from an early stage to co-design support and solutions.
- Working with people to identify the ways they want to contribute to the services they, or their families, access, for example through buddying other service users or helping to run activities.
- Identify ways to understand the impact of their service and use contract monitoring arrangements to generate and share insight on current and future needs.

### **We will ask people in our communities to:**

- Take responsibility for their own wellbeing and that of their family.
- Do activities which provide a meaningful and constructive use of time, and support others to do the same – whether paid or unpaid work or for leisure.
- Look after and enjoy the environment around them, and help others to do so.
- Work together with professionals; and actively share in the decisions that affect them.
- Proactively be part of a community or social network, however small; recognise what they, their families, and others in their community can do for each other.
- Recognise when seeking advice and support early on can stop problems escalating, and actively seek that advice and support.
- Be open about what they want from services and what will help them to help themselves, and be realistic about what can be provided for them.
- Feedback to providers and commissioners their experiences of services, both good and bad.

## 7. Next Steps

In order to set out more detail and understand more about our population, there are three Commissioning Strategies which sit underneath this overarching statement:

- i. Children and Young People's Commissioning Statement
- ii. Adults' Commissioning Statement
- iii. Communities' Commissioning Statement

Each of these interlinks and builds upon the approach outlined in this Statement. They set out what we intend to do to achieve the right services for people in Rutland.

This Commissioning Statement will be shared with partners, including providers and service users to ensure our practice is transparent and take on board their thoughts and comments on our approach.

## Appendix A – Outcomes Framework

The following sets out the high-level overarching outcomes we intend to achieve from our commissioned activity, whether commissioned on a micro-level (for an individual) or on a macro-level (for a set of service users or a community). Within each individual Commissioning Statement, these are distilled into more specific outcomes against the relevant Strategies and Plans specific to those areas.

### Outcomes

1. Demonstrably improved quality of life for individuals, their families and for communities across the county.
2. People's overall wellbeing and achievement from birth throughout their lives is improved.
3. People have choice and control over the services and support they access, and are enabled to identify the relevant support to meet their needs at any point in time
4. People who are vulnerable are safer and less likely to experience crime, neglect or abuse.
5. People have a positive experience of services, and have confidence in and feel empowered by them.
6. Services are integrated, effective and meet the current needs of the Rutland's population, and have regard for future needs.
7. Services are provided by credible and well run organisations which people are aware of and are able and willing to access.
8. Innovative and quality services are designed around people and local communities, reflecting the engagement and participation of our communities in shaping and improving those services.

The pure outcomes we have set can be difficult to quantify and consequently for each service commissioned, we will work with providers to set specific metrics through which we can measure attainment of them. Examples of these are set out in the individual Commissioning Statements for Children, Adults and Communities.