

Improving strategic commissioning in the culture & Sport Sector.

A discussion paper to stimulate thinking and learning.



Introduction

This discussion paper is intended to stimulate the development of a “commissioning framework” (a statement of how commissioning will work in our sector) for culture and sport that is owned by both local and central government. It is also designed to stimulate improvement in both how the culture and sport sector strategically commissions services and how it responds to the commissioning processes taking place in other sectors notably health, social care and children and young people.

Over time we envisage the production of step-by-step practitioner guidance to support the implementation of the framework, potentially practical tools and capacity building measures including four learning workshops in the New Year and case study material.

At the end of the paper are links to other commissioning frameworks developed already by other sectors which culture and sport providers are increasingly finding themselves relating to or being influenced by. Please look at these and consider if what others are doing is helpful to you and this project.

There exist many uncertainties in the sector about what commissioning is, the difference between commissioning and procurement is unclear and there are inherent concerns about what it means for people working in the sector.

In addition the sector already relies heavily on third sector providers and there is increasing concern that we need to take more seriously capacity building in the third sector to enable them to respond to these new processes and develop their own abilities to meet the sectors needs.

It is important therefore for us that we develop this project in a developmental and consultative way seeking to provide what the sector needs to help it improve both how it commissions and how it responds to commissions. As part of this process a workshop was held in Leicester on 10th September to test the initial thinking with managers from across the sector including those representing contractors and trusts. The views of this workshop have been taken on board in this revised version.

We will add to this “working” version of the framework, some guidance and good practice examples, over coming months and start to provide some learning events in the new year.

Please note this is new territory for us. We are not experts. In fact the public sector as a whole is wrestling with this concept and learning from each other. We intend to use the development and application of the framework as a learning process.

Towards a commissioning framework for culture and sport

Culture and sport are the glue that holds communities together. Local teams, theatres, festivals and galleries are all sources of interest, entertainment, income, and above all, local pride. People like to have a local cinema showing the latest films, theatres and galleries to visit, and buildings that capture the imagination. Parents want safe and exciting places close to home where their children can play. Fans want successful and entertaining local teams to follow and clubs with strong identities true to their roots. People feel better about themselves and where they live when they have these things.

While culture and sport are valued highly by people for their own sakes, they have an even greater resonance for local authorities: they can contribute substantially to the local economy, to improving people's health and wellbeing – especially young people – and to the strength and safety of communities in general.

By making the most of sporting and cultural opportunities, local authorities can improve the quality of service to their local communities.

**Rt Hon Andy Burnham MP
Secretary of State for Culture, Media and Sport**

**Cllr Chris White
Chair, LGA Culture, Tourism and Sport Board**

A Passion for Excellence – An Improvement Strategy for Culture and Sport

2. Why do we need a commissioning framework for culture and sport?

Behind many of the recent developments in local government, including Local Strategic Partnerships and Local Area Agreements, lies the idea that public authorities and their partners should be focused on, and organised around, the delivery of *outcomes* and that the more complex and challenging outcomes can only be tackled by organisations working in partnership.

The quotation above from *A Passion for Excellence* gives a flavour of the enormous contribution that culture and sport can make to the lives of individuals and to our local communities, as well as to our national life. There is a long list of outcomes on which culture and sport can have a significant impact¹. It includes –

- Strong communities (including community participation)
- Children and young people (including diversion from crime)
- Health (including reducing obesity)
- Older people (including help to live an independent life)
- Local economy (including skills development).

The sharper focus on outcomes is leading to the reorientation of public services around a “commissioning model”². In some services a commissioning model has been in place for many years. This is the case in adult social care and health, for example. Its arrival in children’s services, learning and skills, offender management and other public services is more recent.

Now, the move to a new, more strategic, approach to commissioning among partners in the Local Strategic Partnership, combined with greater empowerment of individuals and communities including through direct control of budgets (“personalisation”), is leading to a reshaping of the commissioning frameworks in those same services.

In culture and sport, reforms over the past two decades have resulted in providers that, to varying degrees, operate at arm’s length from the council. Less attention has been paid to the *commissioning* of culture and sport and to the sector’s capacity to influence and add value to strategic developments beyond service boundaries. This balance needs to be redressed if the full potential of culture and sport is to be realised.

Professionals within the sector will need to engage with the commissioning process in a variety of ways including.

¹ See, for example, LGA et al, *Realising the Potential of Cultural Services – Making a Difference to the Quality of Life* (2001), LGA, *Cultural Services and the Shared Priorities* (2004), LGA/IDeA, *Taking Part Counts – The Contribution of Art, Culture and Sport to National Outcomes* (2007), Sport England, *Sport Playing its Part* (2005), *Sport Playing its Part in Local Area Agreements* (2006) and, *Shaping Places through Sport* (forthcoming).

² See Section 6 of CLG *Creating Strong, Safe and Prosperous Communities: Statutory Guidance*, DCLG (2008) and LGA/CBI *Improving the Strategic Commissioning of Public Services* (2008).

- Influencing strategic commissioning corporately and within the Local Strategic Partnership (and more widely still where a Multi-Area Agreement is in place) in the outcome areas where culture and sport have a significant contribution to make.
- Commissioning culture and sport services to deliver these outcomes at the operational level.

This paper is therefore intended to be a step towards the development of a commissioning framework for culture and sport that will enable the sector to play its full part, alongside partners, in the delivery of all the outcomes that are priorities for local areas not exclusively those that traditionally form the core purpose of the sector.

Providers of culture and sport services (public, private or third sector) need to gear up for the introduction of the commissioning model as much as the commissioners. In this new environment professionals in provider roles may find themselves called upon to respond to commissioners in children's services or the PCT or to joint commissioning strategies developed between partners. While this brings with some uncertainty, it should also provide new opportunities for providers particularly for those with a capability to innovate. So the paper is also intended to stimulate thinking on actions that need to be taken by providers as well.

3. The sector's journey

The culture and sport sector is a significant one. In 2006-07 English local government alone spent some £3.2bn³ on these services, about two thirds of it being dedicated to procurement (goods and services).

The past two decades have seen sweeping changes in the sector including the transfer of many local authority operations to private, trust or third sector management.

Change has taken place in phases. Compulsory competitive tendering (CCT) of "sport and leisure management" in the late 1980s and 1990s (Local Government Act 1988) marked a decisive break with the traditional "municipal" models of provision⁴. However, CCT affected only parts of the sector mainly leisure management and

³ Culture and heritage (including museums, galleries and archives); recreation and sport; open spaces; tourism; and libraries and information. *Local Government Finance Statistics 2008*. Current Expenditure 2006-07 (England).

⁴ Conceived in the Victorian era, the municipal model experienced periods of expansion after 1945 and during the 1970s.

parks maintenance. Other areas such as libraries, museums and the arts remained outside the CCT influence.

Where relevant among other things, CCT brought about the separation of “client” and “contractor” functions, led to the organisation of in-house teams along more commercial lines and resulted in the contracting out of some services to private sector management companies. However, the market did not develop under CCT to the extent that had been anticipated. Private contractors tended to focus their attention on the newer facilities and most contracts were awarded to in-house teams often without any competition.

Perhaps more significant in the sector’s evolution has been the move to establish “leisure trusts” (social enterprises) in order to release resources via the more advantageous tax treatment such bodies enjoy (principally NNDR and VAT) and improve performance through greater management autonomy. Beginning in the early 1990s, the trend gathered pace during the era of “Best Value” (Local Government Act 1999) driven in part by the accompanying inspection regime.⁵ Presently we are seeing a gradual widening of the leisure trust from traditional leisure management functions to include wider integrated culture and sport portfolios. This development may gain a pace if the public sector financial position worsens as expected.

Since the 1980s culture and sport, as largely discretionary services, have been called upon regularly to deliver budgetary savings. The 2004 Gershon efficiency review (*Releasing Resources to the Frontline*) also demanded a response from the sector. A 2.5% p.a. target for efficiency gains during the SR04 period has been succeeded by a tight financial settlement for the CSR07 period (2008/09 to 2010/11) combined with a 3% p.a. target all of which must be cashable. A further Operational Efficiency Programme was announced in July 2007 which will challenge existing efficiency initiatives to be more ambitious.

The extension of the PFI model to culture and sport (leisure centres and libraries) during the early 2000s, as in other sectors, was a reflection of the need for major capital investment to replace an ageing “infrastructure” with 21st century facilities in a context of constrained public and third sector borrowing⁶. The programme was supported by DCMS PFI credits⁷ but support came to an end with CSR07.

⁵ SpoRTA (the sport and leisure trusts association) members operate some 920 leisure centres across the UK. There are examples of social enterprises “spun out” of councils that have gone on to take over the running of sites across the country (Greenwich Leisure, perhaps the best known, manages 65 centres).

⁶ See 4ps *A Review of PFI and PPPs in Leisure* (2006)

⁷ DCMS credits amounted to some £130m in SR04 (£150m in SR02).

School facilities, constructed through the DCSF *Building Schools for the Future* (BSF) programme, continue to be developed as a focus for community sport⁸ and *NHS LIFT* schemes are a further route to the procurement of leisure facilities (often in conjunction with social care provision).

Against the backdrop of these developments, the Audit Commission reviewed the state of play in sport and recreation in 2006⁹. According to the Commission, the result of all the changes is that a “mixed economy” of provision has been created but the in-house option is still dominant: “Although in-house management still predominates, the proportion of trust managed facilities has nearly doubled over the last four years to 21 per cent, with private contractors maintaining a constant 17 per cent”¹⁰.

The report went on: “No single management option delivers the best overall value for money, or consistently results in more investment or higher levels of participation. However, in-house services tend to be significantly more expensive than the other options. This is becoming more marked over time.”

Too much of the sector’s infrastructure remains in poor condition. According to the Commission again: “the quality and accessibility of public sports and recreation facilities are in danger of failing to support and match [the Government’s] aspirations [for increased participation and elite performance running up to the 2012 Olympics]”.¹¹

The House of Commons Culture Media and Sport Committee reached a similar conclusion on the condition of public libraries¹² and a subsequent MLA survey found that almost two thirds of library buildings were not fit for purpose¹³.

The Audit Commission’s 2006 stock take does not use the term “commissioning” but it looks in some detail at progress in two areas which may be regarded as important components of the commissioning cycle (*see below*): strategic planning and options appraisal.

As regards strategic planning, the Commission found that it is “underdeveloped with little robust assessment of current private and public leisure provision, community needs and future demand. Performance management is weak, and this restricts the ability of councils to assess the impact of services on local and national priorities.”

⁸ The National Lottery (Big Lottery Fund), s.106 agreements with developers and European grants (ERDF) complete the picture of external funding options now sitting alongside “prudential borrowing”.

⁹ *Public Sports and Recreation Services – Making them Fit for the Future* (2006)

¹⁰ Based on DCMS/Lord Carter, *Review of National Sport Effort and Resources* (2005)

¹¹ See also Sport England *Condition and Refurbishment of Public Sector Sports Facilities – Update of 1995 Study* (2003).

¹² HC 81, Third Report of Session 2004-05 (2005)

¹³ MLA *Library Buildings Survey – Final Report* (2006)

Partnership working was found to be rare. "Councils often focus on maintaining and managing their historic pattern of local sports and recreation provision. Cross-boundary planning and rationalisation of sport and recreation facilities is limited. Few councils work in partnership in the procurement of their sports and recreation facilities.... Successful strategic engagement between sports and recreation services and the health and education sectors is not common".

Services reviews are more common than in the past but options appraisal is applied inconsistently. "Where market testing had taken place, it was often poorly managed and focused on financial criteria rather than outcomes for the community". The Commission concludes that as a result councils "are failing to reconfigure current provision to be able to meet future participation targets and community needs, and are unable to demonstrate value for money for the community assets for which they are responsible."

The Commission reached a similar set of conclusions in relation to strategic planning in an earlier report on public library services¹⁴ where the major challenge was seen to be understanding and responding to declining use.

The recent workshop concluded that the different parts of the sector were in very different places in terms of understanding commissioning. Where there is a history of CCT and tendering the steps to commissioning may be small and manageable. In other services such as libraries and museums experience and understanding will be considerably less and this will need to be reflected in how we support the sector if parts of it are not to be further marginalised.

The new landscape

The culture and sport sector is not alone in having witnessed a period of major change. The surrounding local government and wider public sector landscape has been evolving at the same time.

The environment within which the culture and sport sector now operates is defined by a series of landmark reports including the 2007 report of the Lyons Inquiry (*Place-Shaping – A Shared Ambition for Future of Local Government*).¹⁵

Lyons gave us the concept of "place shaping" as the overarching purpose of councils as the strategic leaders in their area and made the case for greater devolution within a new performance management framework. Implementation

¹⁴ *Building Better Library Services* (2001).

¹⁵ The HM Treasury *Devolved Decision-Making Review* (2004) signalled an important change in direction as regards targets and performance management and the visions set out in LGA's *Closer to People and Places* (2006) has been enormously influential on subsequent developments.

took place through the 2006 Local Government White Paper¹⁶ and the Local Government and Public Involvement in Health Act 2007.

The new framework has council-led Local Strategic Partnerships, Joint Strategic Needs Assessment (health and social care), Sustainable Community Strategies and outcome-focused Local Area Agreements (now on a statutory footing) at its core with a new “duty to cooperate” reinforcing partnership working among public sector bodies in the Partnership (including the Primary Care Trust, police, Local Probation Board/Trust, Youth Offending Team, Jobcentre Plus and Learning and Skills Council) as well as with Sport England, MLA and the Arts Council. From April 2009, it will be further backed up by a “duty to consult” intended to ensure that local people are at the heart of the process.

April 2009 will also see Comprehensive Area Assessment takes over from Comprehensive Performance Assessment, with a new focus on the outcomes that local partners are achieving in the local area including measures that are being taken to address inequalities and to meet the needs of vulnerable people.

A component of the new Assessment (the organisational assessment, which includes use of resources) looks at the arrangements that have been made by each of the main public sector partners for the commissioning of services.

The new generation of Local Area Agreements set targets against local priority outcomes measured against indicators selected from a national indicator set¹⁷. The 199 indicators in the set are group according to 7 outcome areas:

- Stronger communities
- Safer communities
- Children and young people
- Adult health and wellbeing
- Tackling exclusion and promoting equality
- Local economy
- Environmental sustainability

The culture and sport sector has its “own” national indicators within the national set:

- NI 8: Adult participation in sport and active recreation
- NI 9: Use of public libraries
- NI 10: Visits to museums and galleries
- NI 11: Engagement in the arts

¹⁶ *Strong and Prosperous Communities*

¹⁷ CLG *National Indicators for Local Authorities and Local Authority Partnerships – Handbook of Definitions* (2008). NB Information will be collected on performance against the whole indicator set, including mandatory DCSF indicators.

But it is crucial to keep in mind that the services provided by the sector contribute to delivery against a large number of the indicators in the national set (including the mandatory children's services indicators), including a high proportion of the "top 20" that have been targeted in the new Local Area Agreements as priorities (see **Annex A**). For example:

- NI 5: Overall/general satisfaction with local area
- NI 7: Environment for a thriving third sector
- NI: 6 Participation in regular volunteering
- NI: 57 Children and young people's participation in high quality people (be healthy) PE and sport
- NI 110 Young people's participation in positive activities
- NI199 Children & young people's satisfaction with parks & playgrounds

Government guidance¹⁸ defines how the new performance management system works including both development and *delivery* of LAAs. Building on the 2006 White Paper, the underlying process is described in the guidance as a "commissioning cycle" (this concept is considered further below).

The White Paper and guidance use the term "strategic commissioning" to describe a joint approach among the partners in the Local Strategic Partnership (and related thematic partnerships like the Children's Trust and Crime and Disorder Partnership).¹⁹

The section of the Government guidance which deals with commissioning by councils is statutory in nature (issued under the Local Government Act 1999) and constitutes guidance to councils on fulfilment of the Best Value duty set out in the Act (the duty to make arrangements to secure continuous improvement in terms of economy, efficiency and effectiveness).

The statutory guidance states that "Local authorities will generally be better able to meet the best value duty by adopting a commissioning role. A commissioning role is one in which the authority seeks to secure the best outcomes for their local communities by making use of all available resources – without regard for whether services are provided in-house, externally or through various forms of partnership".

Continuing with the theme of a "mixed economy of service delivery", the guidance goes on to say that "Local authorities should recognise and embrace diversity in the

¹⁸ CLG *Creating Strong, Safe and Prosperous Communities – Statutory Guidance* (2008)

¹⁹ The term is also used by LGA in a joint statement with the CBI emphasising the importance of developing outcome-focused solutions that are unconstrained by traditional departmental and organisational "silos": *Improving the Strategic Commissioning of Public Services* (2008).

way services are provided, with the focus on desired outcomes and not on whether the service is delivered by the public, private or third sectors”.

As commissioners local authorities should represent the interests of citizens, service users and their communities. Among other things they must remain neutral as between different types of service providers and transparent on pricing.

Under the guidance councils should regularly and rigorously review the competitiveness of their services and if performance cannot be improved with a reasonable time should put alternative arrangements in place, wherever practicable through “fair and open competition”.

Incentives to providers to deliver best value “are likely to include linking payments to performance outcomes – particularly the achievement of user satisfaction”. Funding should be longer-term, wherever possible. The engagement of small firms and third sector organisations in the delivery of public services is to be encouraged, adapting practices as appropriate.

It is important that councils have regard to this guidance when making their arrangements for commissioning, particularly as those arrangements will come in for consideration as part of the “organisational assessment” forming part of Comprehensive Area Assessment (see above).

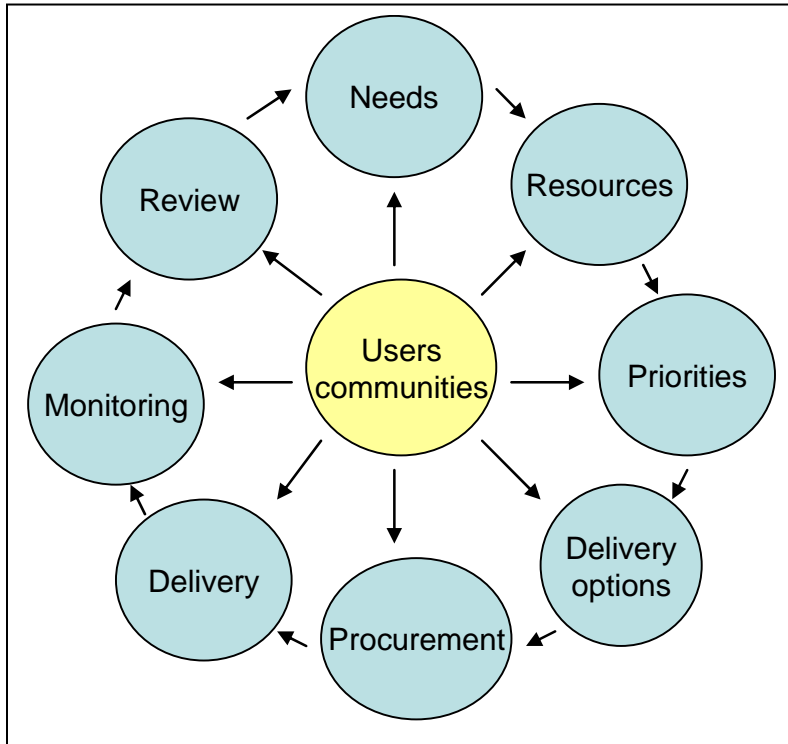
4. Developing a commissioning model

The term “commissioning” is not simply another way of saying “procurement”. While the term is used in slightly different ways in the various parts of the public sector common to them all is the idea of a cycle that links the following processes together:

- strategic planning (based on proper assessment of need)
- procurement (including option appraisal)
- performance management. (including the measurement of outcomes and impact)

The main commissioning frameworks already implemented by public bodies represented in the Local Strategic Partnership are referenced in **Annex B** together with associated guidance, tools and good practice examples where available.

Based on the approach taken in those frameworks the diagram below illustrates in a generic way the steps involved in a typical commissioning cycle (from the material in the Annex it will be apparent that there are many variations on this theme).



The Government has developed (specifically in connection with the third sector) a number of design principles that it believes should inform the commissioning process.

The Government believes that all commissioners of services should:

- Develop an understanding of the needs of users and communities, by ensuring that, alongside other consultees, they engage with third sector advocates to access their specialist knowledge
- Consult potential provider organisations, including those from the third sector and local experts, well in advance of commissioning new services, working with them to set priority outcomes for that service.
- Put outcomes for users at the heart of the strategic planning process.

- Map the fullest practicable range of providers with a view to understanding the contribution they could make to delivering those outcomes.
- Consider investing in the capacity of the provider base, particularly those working with hard-to-reach groups.
- Ensure contracting processes are transparent and fair, facilitating the involvement of the broadest range of suppliers, including considering sub-contracting and consortia building where appropriate.
- Seek to ensure long-term contracts and risk-sharing wherever appropriate as ways of achieving efficiency and effectiveness.
- Seek feedback from service users, communities and providers in order to review the effectiveness of the commissioning process in meeting local needs.

Cabinet Office, Partnership in Public Services (2006)

When developing a framework

ork for the culture and sport sector, it will clearly be important to address concerns raised by the Audit Commission (specifically in relation to sport and recreation services) in connection with key steps in the cycle including:

- Needs assessment – we need to improve how we assess community need
- Resource allocation - we need to be mindful to the major demands for new capital and the overall pressure on budgets
- Options appraisal & procurement – we need to improve how we assess provider/delivery options and improve procurement
- Performance management and evaluation. – we need to improve how we measure our contribution to outcomes
- Market development and capacity building in the third sector. – we need to ensure there are a good range of delivery partners capable of providing services that achieve the desired outcomes

In developing the commissioning framework, these key issues will over time become the focus for guidance, tools and associated support. These and other elements of the cycle are considered further below.

Needs assessment

The Audit Commission's 2006 report was particularly critical of needs assessment within sports and recreation: "... the assessment of local sports and recreation needs by councils is weak. Three-quarters of councils in the study's fieldwork are not using local demographic information, planning tools and current patterns of participation to inform strategic planning effectively. A detailed analysis of community needs,

assessing population changes, current and future participation patterns and public and partners' aspirations, is rarely used to inform the future range, location and management of sports and recreation facilities and services" (Sport England's Active Places, Active Places Power plus and Sports Facilities Calculator are mentioned as examples of needs assessment tools). The new national indicator set and associated community segmentation work done by the Arts Council will improve considerably our information and data about communities.

Although data is increasing it is still partial in many parts of the sector. At the same time there is evidence that although data availability is getting better there remains a skills and awareness gap in the sector in terms of analysing and understanding data and using it effectively in strategic planning processes.

Resource availability & priorities

After discussing the changing landscape for funding, the Audit Commissions comments were as follows: "The potential for leveraging other sources of public spending, for instance within education and health, is poorly coordinated. Only two councils out of 30 in the study were planning new facilities in partnership with health and five with education. As a result, potential opportunities to provide higher-quality more varied, accessible and efficient sports and recreation services are being lost. The absence of planning and the long lead times for reshaping provision mean that public sector provision is likely to get worse before it gets better". This view is consistent across the rest of the sector.

The sector already has a major capital deficit in terms of replacing or upgrading its current assets. Revenue resources continue to be tight and will be more so over the next few years. National Lottery funding will also cease to be as accessible. The sector will therefore need to be smarter at accessing other resourcing opportunities to meet community needs. Accessing the commissioning processes of health, adult care and children and young people will present major opportunities providing we can respond effectively and deliver on their outcomes. Many councils are now accessing resources through these routes particularly under health improvement programmes.

The alignment of needs and resources will enable priorities to be defined in terms of outcomes, activity, clients and geographical focus before examining the different delivery options.

Options appraisal and procurement

One of the strongest messages in the Audit Commission report is that options appraisal needs to be methodical in examining alternative management models available in terms of the capacity to deliver outcomes, value for money and affordability. Councils need to have an ability to assess all the options for achieving

their outcomes and be able to assess the relative advantages and disadvantages of them all. The technology to do this needs to be strengthened.

Clearly in the current environment the management models that are considered need to be able to contribute to delivery (as appropriate) of the outcomes set out in the LAA and elsewhere.

A good understanding of the supply market and a proactive approach to market development are also critical to success. Efficiency and effectiveness are often but not always stimulated by competition but without a good range of potential suppliers in the market these advantages can be lost. The sector needs to consider where it may need to stimulate the market to improve options. In this context the third sector and social enterprises may be ideal providers for meeting community outcomes. However the third sector although important across all the culture and sport services is often still under developed and unable to respond to commissioning. Many voluntary clubs and organisations provide valuable resources to communities but are not geared up to the language and technology of commissioning and still reliant of grant aid processes to survive. If the capacity in these organisations is not developed they will fall by the wayside and our options for delivery reduce further.

Across the public sector, commissioners are now looking at payment mechanisms which link payment, at least in part to the delivery of sustainable outcomes and customer satisfaction (e.g. through KPIs in contracts). It is early days for this approach to “commissioning outcomes” but it will be important to look at how it can be developed for the culture and sport sector. However, since outcomes take time to come through this presents a whole new set of issues in terms of contract technology and contract monitoring particularly in leisure management contracts. Some councils are already trying to address these issues as they re-tender existing contracts and the project will seek to find good practice in this key area.

Monitoring & review - Performance management

The need to improve performance management, including the collection of data to evaluate impact, is one of the central features of *A Passion for Excellence* (the sector improvement strategy). The Audit Commission’s verdict on this part of the cycle. “Capture of performance data is very uneven and this weakens the assessment of leisure services’ contribution to overarching strategic themes and their current and potential contribution to meeting the needs of the community.” There has been limited investment, until very recently, in data and IT systems to record basic participation and other customer information. Nearly half of sports and recreation facilities with a fitness centre do not have customer management systems and other parts of the sector will have similar deficits. Before a council can make a sensible choice about how a service should be managed in the future, it needs to have a clear view about how it is currently performing.

The advent of LAAs is generating a great deal of interest in measuring outcomes and impact better. A number of councils have now developed more complex frameworks to measure what difference they have made and nationally work is taking place across the NDPBs to improve outcome measurement. As indicated above a number of councils are also investigating more mature contract measurement arrangements based on outcome measurement.

This wider body of work will be aligned with the work on commissioning with guidance being made available in due course.

Conclusion & next steps

Councils and their local partners are introducing a commissioning model across a wide range public services. The culture and sport sector will need to embrace this new way of working.

Professionals within the sector will need to engage with the commissioning process in a variety of ways including.

- Influencing strategic commissioning corporately and within the Local Strategic Partnership (and more widely still where a Multi-Area Agreement is in place) in the outcome areas where culture and sport have a significant contribution to make.
- Commissioning culture and sport services at the operational level to deliver these outcomes.
- Responding, as service providers, to other commissioners, including Children's Trusts, Primary Care Trusts etc.

This suggests the need for the sector to improve its commissioning capability (given the past emphasis on supply side reforms) and for provider development to meet the challenges and seize the opportunities of the new environment.

This framework document will be published within the sector to stimulate debate and discussion.

Guidance notes will now be developed on the topics of:

- ❖ Need assessment
- ❖ Option appraisal and procurement
- ❖ Commissioning and the third sector

Where possible these will include relevant case studies.

In the new year it is proposed to run up to four "learning events" hopefully partnered with different organisations to raise awareness across the sector.

Further activity may follow next year subject to resources being available and progress made by March.

*Martyn Allison
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IDeA
November 2008.*

Annex A

Top 20 LAA priorities England

Name of priority	Number of local areas choosing priority (out of 150)
16 to 18 year olds who are not in education, employment or training (NEET)	115
Under 18 conception rate	106
Net additional homes provided	104
Number of affordable homes delivered (gross)	102
Per capita reduction in CO2 emissions in the LA area	100
Obesity among primary school age children in Year 6	99
Serious acquisitive crime rate	98
Proportion of population aged 19-64 for males and 19-59 for females qualified to at least Level 2 or higher	95
Stopping smoking	89
% of people who believe people from different backgrounds	87

get on well together in their local area	
All-age all cause mortality rate	86
% of people who feel they can influence decisions in their locality	85
Re-offending rate of prolific and other priority offenders	83
Assault with injury crime rate	82
Social Care clients receiving Self Directed Support per 100,000 population	81
Adult participation in sport and active recreation	80
Carers receiving needs assessment or review and a specific carer's service, or advice and information	80
Young people's participation in positive activities	77
New business registration rate	76
Repeat incidents of domestic violence	75

Annex B

Public Sector Commissioning Frameworks

Health and wellbeing

DH, *Commissioning Framework for Health and Wellbeing* (2005)

http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_072604

Guidance and tools:

<http://www.dh.gov.uk/en/managingyourorganisation/commissioning/worldclasscommissioning/index.htm>

<http://networks.csip.org.uk/BetterCommissioning/>

Children's services

DCSF, *Joint Planning and Commissioning Framework for Children, Young People and Maternity Services* (2006)

http://www.everychildmatters.gov.uk/_files/312A353A9CB391262BAF14CC7C1592F8.pdf

Guidance and tools:

<http://www.everychildmatters.gov.uk/strategy/planningandcommissioning/>

Housing-related support

CLG, *Needs Analysis, Commissioning and Procurement for Housing-related Support* (2008)

<http://www.communities.gov.uk/publications/housing/housingrelatedsupport>

Learning and skills

LSC, *LSC Business Cycle*

<http://www.lsc.gov.uk/aboutus/businesscycle/>

Employment services etc.

DWP, *DWP Commissioning Strategy* (2008)

<http://www.dwp.gov.uk/publications/dwp/2008/com-strategy/cs-rep-08.pdf>

Offender management

MJ, NOMS Commissioning Framework

http://noms.justice.gov.uk/news-publications-events/publications/strategy/Nat_Commissioning_Fwork_0708?view=Binary