



EAST RIDING
OF YORKSHIRE COUNCIL



Hull
City Council

NORTH AND EAST YORKSHIRE SUB-REGIONAL GROUP

16-19 TRANSFER SRG DEVELOPMENT PROCESS

STAGE 2 PROPOSALS

February 2009



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INTRODUCTION

This Stage 2 submission is based on actions and developments undertaken individually and jointly by the 4 Local Authorities to respond to the requirements of the 16-19 Transfer and Commissioning guidance framework. The structure of the submission is intended to illustrate therefore that the SRG has considered in detail the 5 key headings of:

Governance

Collaboration and Strategic Contribution

Resources and Capacity

Policy and Planning Processes and Protocols

Quality Assurance and Monitoring Systems and Procedures

The Steering Group and Task Group has already actioned or has plans to put in place appropriate administrative mechanisms, procedures and protocols to respond to the range of likely scenarios that will emerge throughout the commissioning process. In particular the SRG recognises the importance of addressing existing and probable future travel to learn patterns through a joint approach to planning and delivery of the curriculum entitlement to all learners across the sub-region. This will be an essential element of the planning and commissioning process given the location of learners in rural areas and the location of provision across LA boundaries. It also recognises the need to have productive dialogues with Further Education Colleges that have a national and indeed international remit. The SRG will also build on the existing productive curriculum design and delivery mechanisms as exemplified by the current Diploma developments.

It is also intent on continuing the excellent relationships that exist with the Higher Education Institutions based in the sub-region as this can only add value to meeting the needs and aspirations of learners. It is vitally important that the process encourages positive and sustainable linkages to pre and post 16-19 developments as the strands cannot be planned without reference to each other. The same applies to the productive relationships with employers and the strategies being adopted to meet the needs of those learners requiring specialist provision.

The SRG also recognises the need to address the challenges it faces in balancing the urban and rural dimensions of the Sub-region and indeed the variances in size and demography across the LAs. However we feel that through a joint approach and collaborative framework we are much better positioned to tackle those issues rather than acting in isolation of one another. We regard this partnership approach as a fundamental strength of the SRG.

As with other Sub-regions in Yorkshire and the Humber, the North and East Yorkshire SRG has considerable experience of liaising with other Regions and SRGs through positive and productive relationships. These existing and developing “cross-border” relationships can only enhance the strategic directions and operational outcomes linked to the commissioning process.

There is unanimity around all the proposals and the political support from elected members in all councils is founded on good working relationships at DCS and Officer level. This aspect will be vitally important in order to build on and sustain the requirements as outlined in all key areas of the commissioning planning cycle.

The North and East Yorkshire DCS led 16-19 Steering Group and the Operational Group composed of the key 14-19 Lead Officers has, through a process of self evaluation and resulting Action Plans, reviewed the essential transitional arrangements required for the successful transfer of responsibilities from the Learning and Skills Council to Local Authorities during 2009/10. As a result of this rigorous process and agreement on the core principles, the Steering Group is confident that the Stage 2 submission reflects significant progress made since the Stage 1 submission in September 2008.

It is also confident that as a result of the efforts to address this new and challenging range of responsibilities, through joint deliberation and collaboration, this particular partnership can meet its obligations as a viable and robust Sub-regional Group that is committed to meeting the needs of all learners in North and East Yorkshire.

EXECUTIVE SUMMARY

Strategic Purpose and Priorities for SRG work:

- Learners and economic needs are met
- Provision is not duplicated unnecessarily
- Travel to learn patterns are respected
- All provider sectors are treated equally and involved fully in planning
- The pattern of provision is affordable and of good quality
- Commissioning promotes flexibility, collaboration and looks across both sector and LA boundaries
- Learners' and employers' views have real influence on what is being commissioned and where
- The process is underpinned by a real commitment to encouraging and respecting learner choice

Success Measures for SRG work:

- Travel to Learn patterns for Further Education Colleges (which often cut across LA boundaries) are respected and planning is coherent for them
- Sub-regional and regional economic and skills priorities are covered
- The SRG works collaboratively to take forward the Diploma developments and ensure a positive response to raising the participation age
- There are no significant gaps or overlaps in provision
- The mix of provision efficiently and effectively delivers the national entitlement curriculum
- There is a constructive forum and protocols to resolve any cross-boundary issues
- Sub-regional work is efficient and effective - it enables a single conversation between the Lead Commissioning Authority and providers

To make the Sub-region work and in response to Stage 1 feed-back from GOYH we will:

- Carry out commissioning work efficiently and effectively at LA level thereby ensuring little or no unfinished business which requires sub-regional resolution
- Adhere to the Strategic Commissioning timetable agreed for the whole of the sub-region and in line with YPLA guidelines
- Have clear protocols and frameworks sub-regionally which are underpinned by sound governance at LA/Children's Trust level based on agreed, transparent and consistent key principles

Those key principles commit us to:

- Focus on the learner first not the provider
- Align with regional economic skills needs
- Integrate 16-19 commissioning with other strategic priorities for children, families and communities
- A mixed economy of providers
- Operate in a transparent and inclusive way both locally and at sub-regional level
- Incorporate sub-regional needs into planning at a local level

Sub-regional structures will have the following:

- No independent sub-regional staffing structure
- Consistent job descriptions and accountabilities for key staff in each LA
- Sub-regional body to be Chief Officers or their Authorised representatives (strategic management responsibilities)
- Sub-regional Group therefore is not an Elected Members Group
- Chair to rotate annually between Authorities
- Business support to be provided by Chairing Authority

Sub-regional decision making

- Sub-regional group has a Memorandum of Understanding between the 4 Local authorities
- Decisions require agreement by all 4 LAs and not a “majority voting” system
- Chief Officers not to have delegated authority to agree changes which have significant, adverse impact on learners in one or more LA area

All LAs in the sub-region are to be directly represented on the Regional Planning Group not through one sub-regional representative.

GOVERNANCE

The four Local Authorities, through its DCS led Steering Group and 14-19 Lead Officers Task Group have developed and agreed appropriate Core Principles for Commissioning and Governance arrangements in line with the national guidelines for MOG changes. An annual programme of activity has been agreed (see appendix). This clearly identifies tasks to be completed by individual LAs and the sub-regional Steering and Operational Groups. It also ensures that LAs align their internal governance and accountability processes, including involvement of members, with key decision points. Those related policies and procedures have been scrutinised and agreed within the SRG and across the individual LAs. They clearly demonstrate the governance and planning arrangements between the Children's Trusts and the overall commissioning processes at local, sub-regional and regional levels.

The essential requirements relating to consultation and dialogue with Providers and Stakeholders are embodied in the above-mentioned policies and protocols plus associated documentation.

SRG Actions Taken and Planned

- During the transition phase the SRG will monitor and refine all necessary policies and protocols to ensure compliance with the changing statutory responsibilities required of LAs and sub-regional and regional bodies.
- Agreements have been reached on the terms of references and membership of appropriate committees and planning forums such as the Local Area Learning Partnerships and Strategic Partnerships and these will be reviewed in light of changing circumstances and further consultation with key partners. The YPLA will be represented at Steering Group level.
- Timelines relating to the transition phase have already been drawn up at LA and SRG level to ensure effective arrangements for governance. The SRG has ensured the roles and responsibilities of elected members and officers are clear within the governance arrangements and that there is transparency and proper accountability at all stages in the commissioning process. The Memorandum of Understanding and scheme of delegation agreed by the Steering Group specifies that decision making powers on sub-regional commissioning be delegated to the DCS by each of the Councils. Only when significant adverse effects arise for any LA from decisions taken by the SRG Steering group political consultation may need to be undertaken.
- Within each of the Local Authorities' 14-19 Plans there is clear evidence of recognising the need to respond to the needs and aspirations of young people. The SRG will, through the implementation of its "Core Principles" statement, take steps to ensure that there will be an appropriate sub-regional dimension to the planning and delivery based on shared MIS data and use of Area Wide Prospectuses and other IAG services. The Operational Group will manage further joint developments relating to the efficient use of those essential resources.

- There are existing common QA (curriculum delivery) procedures in place across immediate neighbouring LAs and the SRG has agreed to look at how these can be developed under a common framework
- The connections between the production of Local Learning Plans and the wider remit of the Local Strategic Partnerships is recognised in the Governance model and new protocols will be developed to enhance those strategic planning relationships. This is recognised and agreed as an essential element of the SRG's current links to employer based forums and Sector Skills Councils

LA specific actions: Already achieved or in progress

- The individual LAs have reviewed and are amending current management structures to accommodate the 14-19 commissioning functions and to address capacity issues. This reflects the decisions made at SRG level designed to ensure appropriate clarity in roles and responsibilities at every stage of the process. Each LA has an appropriate commissioning and 14-19 planning infrastructure
- More effective learner voice and employer engagement processes are being considered to maximise active involvement of these stakeholders
- Continuous self assessment against "Next Steps" guidelines is in progress and will continue beyond Stage 2
- Mechanisms for "conversation arrangements" agreed at SRG level and liaison with LSC officers are ongoing as are links to YPLA in relation to Business Cycle and MIS
- Different models being adopted depending on emerging arrangements with Connexions
- Data sharing protocols have been developed and agreed within LAs
- Conflict Resolution Protocols have been produced and will be shared and consulted on with relevant agencies and providers. These cover: local area and bi-lateral discussions, Sub-regional Group process in consultation with appropriate Council members in each LA. RPG arbitration and national YPLA decisions
- Memoranda of Understanding for SRG endorsed by members in each LA
- Financial accountability protocols developed and agreed

COLLABORATION AND STRATEGIC CONTRIBUTION

In following the proposed and agreed governance and collaborative framework the SRG will make appropriate contributions to the overall learning and skills agenda at regional and national levels. This is also evidenced by adherence to the existing LSC planning framework and during the transition phase will be carried out in accordance with the developing national framework and business cycle. By adopting such an approach, the SRG can demonstrate it has the capacity and framework to engage in this “learner focused” process.

SRG Actions Taken and Planned

- Collaborative mechanisms are being refined to reflect membership, roles and responsibilities of representatives on key strategic planning groups
- There will be an annual cycle of involvement of all recognised partners (see flow chart in appendices) in the process of collating data and information. Capacity and capability issues are recognised as needing close attention by the SRG in relation to management information and data collation and dissemination if the process is to make its essential impact on planning and delivery of provision. Commissioning function officers in each LA will undertake data collection, analysis and dissemination.
- There will be closer involvement between other Joint Commissioning activities and the 14-19 Partnerships to ensure conformity with the requirements of *Every Child Matters*, embodied in clear relationships established in each LA
- The SRG will monitor the processes linking the 14-19 Plans to the Children and Young People’s Plans to ensure integration with the overall statutory requirements of the Children’s Trusts
- The YPLA will have representation on the SRG Steering Group to ensure proper and effective liaison with all regional and national agencies
- In order to respond to the needs of all learners within and across constituent LAs the SRG will develop appropriate Multi-Area Agreements and LAs to maximise access provision. This will entail a review of the travel to learn patterns and transport arrangements across the SRG
- Improvements will be made to the current EBP arrangements in order to encourage greater employer and learner engagement in the planning process
- There will be fuller involvement of the providers of integrated and targeted Youth Support in the planning and commissioning processes
- Key LA personnel are shadowing LSC colleagues through their business cycle and are already becoming familiar with the LSC systems in both 2008/09 and 2009/10

- Through a process of dialogue and familiarisation with post 16 FE provision LA officers have acquired a greater understanding of the Sector and the strategic relationships needed for a quality driven commissioning process
- Transition Groups have been established in all LAs

LA specific actions: Already achieved or planned

- Business and Planning Cycle agreed
- Revise information sharing protocols
- Develop proposals for and implement “in-house” MIS systems
- Analyse and plan response to priority NEETs targets
- Relevant and appropriate provision that meets the needs of learners with learning difficulties and or disabilities and for vulnerable learners
- Use national and regional management information and data (YPLA and local sources) to inform the overall commissioning process
- Integrate the AWP into the planning process
- Review CAP process and respond to ongoing consultations
- Develop an evidence based process for ensuring that the 14-19 learner voice is listened to and informs commissioning decisions
- LA Officers will continue to liaise with FE and other Providers during and beyond the transition phase to ensure familiarisation with the supply end of commissioning
- Supporting statements have been sought from the RDA and Sector skills Councils
- Consultation events have taken place in all LAs: Hull 3rd Feb, York 5th Feb, North Yorkshire 6th Feb and East Riding 25th Feb
- IAG models have been reviewed and the transfer to Integrated Youth Support Service model has been completed in 2 LAs i.e. York and North Yorkshire and will be completed by East Riding and Hull in September 2009
- The annual cycle of activity (see flow chart in Appendices) identifies LA Commissioning Function Officers as responsible for inter-regional and inter-sub-regional dialogues between November and January each year

RESOURCES AND CAPACITY (including personnel, finance and support services)

The SRG recognises the importance of ensuring, within model B, that appropriate personnel and resources are identified and allocated to the commissioning function. 14-19 staffing and management structures have been reviewed in readiness for transfer in all LAs.

It has been agreed by the Steering Group that commissioning approaches will be closely aligned and co-ordinated across the sub-region. It has also been agreed, therefore, that there would be no separate commissioning unit at sub-regional level. Commissioning will be even handed across all sectors and this will be reflected in the management arrangements made within each Local Authority. Local Authorities will organise resources on the basis of current transitional arrangements and available funding.

SRG Actions Taken and Planned

- During the transition phase the SRG, LSC and constituent LAs will review all aspects of capacity and resources. This review will report on
 - Capital allocations
 - MIS resources
 - Finance and audit systems
 - Administration arrangements
- The terms of reference for the Sub-regional Steering Group (4 DCS or representative, GO representative & YPLA representative) and Sub-regional Operational Group have been agreed. The Steering Group is the executive group which makes decisions about the final SRG versions of the Sub Regional 16-19 Statement of Needs and the Sub-regional 16-19 Commissioning plan. The SR Steering group DCSs will be responsible for liaison with key members of the council in their LA. The primary role of the Sub-regional Operational Group is to draft the two documents above.
- The SRG will assist LA response to the emerging transition staffing requirements and other transition arrangements
- The SRG will coordinate a sub-regional approach to the delivery of the entitlement particularly in relation to “cross-border” issues and curriculum design and delivery
- This approach will extend the integration of the Connexions Services into LAs as agreed
- The SRG will share QA resources and protocols to ensure all providers and learners are treated in an equitable fashion throughout the commissioning process

LA specific actions: Already achieved or in progress

- Machinery of Government: 16-19 Transfer/Transition Action Plans produced
These include proposals relating to:
 - CPD Staffing requirements
 - Financial and budgetary control
 - Installation of IT equipment and physical resources
- LA and LSC transition teams have carried out skills and capacity audits. Action plans set out clear timelines for the establishment of permanent teams in place of shadow teams established in 2008/09
- Sharing good practice will be a standing item on the Operational Group agendas

POLICY AND PLANNING PROCESSES AND PROTOCOLS

The SRG has agreed, in order to ensure that the needs of learners across the Sub-region remain at the forefront of the commissioning process, that there will be a joint commitment to all aspects of the 14-19 reform programme. This partnership approach will enhance and support the Sub-region's planning and delivery strategies linked to the 2013 learner entitlement targets.

The Governance and Planning flow chart provides a clear and precise description of the planning and commissioning cycle and the alignments needed with all the necessary arrangements, protocols and procedures. The SRG also recognises that a more detailed examination is needed during the transition phase of all areas of policy and planning in order to ensure clarity, purpose and robustness of all the functions associated with the commissioning process.

SRG Actions Taken and Planned

- The LAs are already introducing shadow planning and business cycles that comply with national, regional and sub-regional priorities
- The SRG planning cycle illustrates the roles of the SRG Operational Group in relation to the drafting of the Statement of Needs and the 16-19 Commissioning Plan
- This process has identified a clear methodology for the assessment of learners' needs including LDD provision, young offenders, apprenticeships and business enterprise programmes. Provision for LLDD, Young Offenders and other vulnerable Groups will be planned sub-regionally by the Operational Group
- The commissioning process will adhere to a strategic and operational planning model that takes notice of:
 - Curriculum design and delivery
 - The national funding formula
 - Learner entitlement and September Guarantee
 - Demand and supply cycles
 - Progression opportunities
 - Provider Quality
- It will be essential to have access to reliable and timely data and information, with joint protocols having been produced to achieve this through liaison with LSC staff and having YPLA representation on the SRG Steering Group
- Existing Partnership structures are currently under review in order to ensure appropriate representation and involvement of Providers, support agencies and other key stakeholders

- Through the SRG local plans will be amalgamated to reflect and respond to sub-regional and regional learning and skills priorities
- Each LA will have in place 14-19 capital strategies that are “fit for purpose” in terms of meeting the needs of the reform programme. In line with the White Paper proposals the SFA and LAs will align their capital planning to support 14-19 provision informed by 14-19 Partnership planning. These plans will be considered at SRG level in consultation with the SFA in order to ensure coordination
- The AWP and CAPs will be an essential element of the planning process and part of the sub-region has already been recognised as an exemplar of good practice in joint development of these support mechanisms

LA specific actions: Already achieved or in progress

- Reviews of all current planning processes
- Connexions transition (see previous reference)
- Transport planning arrangements are in place in each LA
- LAs are aligning 14-19 capital planning with BSF programmes
- Establish/confirm information sharing protocols
- LA legal teams will ensure all legal and statutory responsibilities are identified and adhered to

QUALITY ASSURANCE AND MONITORING SYSTEMS AND PROCEDURES

QA procedures regarding the design and delivery of provision are already in place across the sub-region. These exemplars will be shared via the SRG in order to ensure consistency of approach and support the achievement of higher participation and attainment rates. The Commissioning process will require its own sets of KPIs and compliance with national QA benchmarks and National Performance Indicators.

The SRG will monitor the progress made against those QA systems. It will also abide by the Disputes Procedure presented to and agreed by the Steering Group.

SRG Actions Taken and Planned

- All QA matters relating to commissioning will take into account, wherever appropriate, OFSTED, LA, GO and other appropriate external evaluations
- Stakeholders will be made aware of the Disputes Procedure and its implementation process
- All aspects of the new commissioning responsibilities and discretionary powers will be consulted on through 14-19 Partnership structures and stakeholder consultation events
- Once established the commissioning process will also be subjected to regular health checks in line with national guidelines
- The SRG will take steps to ensure that all existing and potential Providers will only be commissioned if they meet the necessary QA standards informed by robust data
- QA will be undertaken by Commissioning Function Officers

LA specific actions: Already achieved or in progress

- Each LA will review existing joint commissioning arrangements to ensure synergy between the processes
- Disputes Procedure agreed by the Steering Group to go out for further consultation
- Discretionary powers to be developed and subsequently checked for compliance with legal and statutory requirements
- Each LA has shadowing arrangements in place with LSC colleagues which will lead to permanent arrangements

Evidence

- Minutes and agreed actions of Steering Group
- Minutes and agreed actions of Task Group
- Governance Flow Chart
- Key Principles of Commissioning
- Management structure diagrams
- QA guidance manual (Hull and East Yorkshire)
- Area Wide Prospectuses
- Representation on key employer based forums
- Self-assessment
- Consultation events
- Conflict Resolution Protocol
- Briefing Papers to Elected Members and LA officers
- Sector Skills Councils endorsement sought
- Individual LA 16-19 Transition Plans
- Consultation Events
- YPLA and LSC transitional arrangements
- Schedule of visits to FE Colleges
- Local Partnership Strategies and Plans
- Individual LA Transition plans
- C&YP Plans
- Self evaluation checklists
- Existing individual and joint QA systems linked to Diplomas and other learning programmes
- 14-19 Partnership Self Assessment checklists
- Learner and employer feed-back mechanisms e.g. Learner and Employer Forums

This Submission has been agreed and endorsed by:

Names and positions of DCSs

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Appendix 1 - Stage 1 Submissions

16-18 Transfer Stage One Assessment –September 2008 East Riding of Yorkshire Council

Proposed local authorities in the sub-regional grouping

The proposed sub-regional grouping in which the East Riding of Yorkshire Council will operate, comprises:

- East Riding of Yorkshire Council
- Hull City Council
- York City Council
- North Yorkshire County Council

The East Riding of Yorkshire works closely with Hull City Council on Humber North bank joint planning for 14-19 provision including a common 14 to 19 online prospectus and applications process as well as common underlying infrastructures such as quality assurance.

An East Riding school participates in the York consortium for the delivery of diplomas and will contribute to meeting the 2013 curriculum entitlement.

Significant numbers of students travel to learn from the East Riding of Yorkshire into Hull, York and North Yorkshire, and few beyond these four partner council areas.

Rationale for the grouping

Preamble:

There are 34,000 14-19 learners in the East Riding of Yorkshire (LSC 14-19 data pack- May 2008)

These learners attend these providers within the East Riding:

- 18 secondary schools, 17 with six forms
- 3 Special Schools
- 2 Pupil Referral Units
- 1 centrally run Alternative Learning Programme
- Bishop Burton College
- East Riding College
- Hull College (Goole campus)
- A significant number of work-based learning providers, including East Riding Training services

N.B. Significant numbers of LDD learners are educated in specialist provision outside of the East Riding. A relatively small number of learners are educated at home.

All East Riding located colleges take significant proportions of their students from beyond the East Riding. However, student's travel-to-learn patterns fall predominantly within the area administered by the four Yorkshire councils. A minority of approximately 250 students travel to learn in North East Lincolnshire and other Yorkshire colleges outside the sub-regional group.

Students resident in the East Riding travel to learn mainly with the following providers:

- Hull College
- Wilberforce College, Hull
- Wyke College, Hull
- Selby College
- York College
- Scarborough Sixth Form College
- Yorkshire Coast College
- A range of work-based learning providers in Hull
- Approximately 250 learners (0.7% of 14-19 cohort) travel further, mainly to John Leggott College with small numbers going to New College Pontefract, North Lindsey College, Huddersfield College, Askham Bryan College, Doncaster College and Leeds College of Art & Design

Rationale

It is clear that the four Yorkshire councils within this proposed sub-regional grouping provide for the vast majority of 14 to 19 learners resident in East Riding of Yorkshire.

It is also clear from the sub-regional grouping submissions from Hull City Council, York City Council and North Yorkshire County Council that the vast majority of learners in each of these three areas travel to learn within the same 'four council area.'

It will therefore be possible to plan and commission effectively with providers across this 'four council' sub-region in a rational programme that meets learners needs as well as the local economic needs.

The proposed sub-regional grouping will allow single conversations with individual FE providers based on the needs of learners resident in each of the four partner areas.

Securing the delivery of the curriculum offer

There is a high level of current interdependence between learners in the four council areas and FE and work-based learning provision illustrated by the LSC 14-19 data sets (May 2008) for all four councils.

The sub-regional grouping can build on this foundation to establish a better match between provision and learner demand, activated by more effective and independent IAG, underpinned by a common prospectus and application process.

We can better meet the economic needs of the region with a more appropriate curriculum offer and meet the national entitlement curriculum more effectively by 2013.

There is already significant collaboration proposed in the delivery of Diplomas between the East Riding in Yorkshire, Hull and York City Councils, which can develop across all the four partners to underwrite meeting the 2013 learner entitlement.

Progression routes for learners will be secured by working across all four proposed cluster authorities. The Universities of York and Hull have close links, including membership of the Excellence Hub and a joint medical school. The University of Hull has a campus in Scarborough (North Yorkshire). The Higher York partnership includes the four York based HEIs and Craven College (North Yorkshire). Harrogate College (North Yorkshire) is a member of the Hull College Group.

Proposals to engage with neighbouring local authorities

All four councils are committed to a model B commissioning approach from September 2009, leading into the April 2010 transfer.

The East Riding of Yorkshire Council is preparing for 'machinery of government' changes within the Council (CFAS, HR, Legal and Financial services) and with the LSC, consulting with provider partners through the 14-19 Strategy Group and with the Schools Forum. All four councils are ensuring they progress towards MOG transition in parallel to ensure they are in a position to collaborate effectively in planning and commissioning provision.

The four councils are ensuring that plans for engagement include interaction at all appropriate levels in this critical planning stage are in place, crucially at DCS level as well as between senior operational officers.

Plans and timelines for political consultation and all key stakeholders have been drawn up by all four councils to ensure preparedness for stage two of the assessment process.

Compatibility with other local and regional priorities, plans and proposals

The Sub-regional grouping between the East Riding of Yorkshire Council, Hull City Council, York City Council and North Yorkshire County Council will allow and facilitate better integration with the local and regional priorities and plans.

There is already a firm basis for this compatibility on which we can build:

- LSC Yorkshire and Humber Commissioning Plan 2008

- Children and Young People's Plans in the four council areas 2009-12
- East Riding of Yorkshire Local Development Framework April 2008
- Regional Spatial Strategy: The Yorkshire and Humber Plan (Yorkshire and Humber Assembly)
- The Regional Economic Strategy for Yorkshire and the Humber 2006 -2015
- Yorkshire Forward Corporate Plan 2008-11

All partners are confident that the synergy between four successful councils will allow us to better meet the needs of young people, to narrow the gap between the achievements of different groups of learners and to drive economic regeneration in the region. We are committed as a sub-regional group to making improvements in planning and commissioning in order to provide better outcomes for all our learners.

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MACHINERY OF GOVERNMENT CHANGES
16 -18 TRANSFER OF COMMISSIONING RESPONSIBILITIES

HULL CITY COUNCIL PROPOSAL FOR SUB-REGIONAL GROUPING

- 1. The membership of the proposed grouping**
 - a) The proposed grouping will consist of 4 local authorities drawn from 2 neighbouring LSC sub-regions.
 - b) The grouping is:
 - i) East Riding of Yorkshire
 - ii) Hull City Council
 - iii) North Yorkshire County Council
 - iv) City of York
 - c) There are existing strong links between Hull City Council and the East Riding in 14 to 19 delivery, mainly through the Humber North Bank Executive.
- 2. Current Provision**
 - a) Currently, provision in Hull is as below:
 - (1) Thirteen 11 -16 Schools
 - (2) One Academy (11 -18)
 - (3) One 11 -18 School
 - (4) Seven Special Schools (mixed age range)
 - (5) Four pupil referral units
 - (6) One General FE College (Hull College)
 - (7) Two Sixth Form Colleges

(8) A comprehensive range of WBL providers and an emerging business case for a skills and enterprise centre

- b) There are plans for a further two academies.
- c) Though many of Hull's 11-16 schools operate in very challenging circumstances, the LA capacity to improve outcomes is rated as being "Good" in the most recent Progress Check. Hull College is rated as "Outstanding" and the Sixth Form Colleges as "Good".

3. Reasons for the Grouping.

- a. The travel to learn patterns¹ of the 21,130 14 to 19 learners in Hull show that Hull learners are either in provision in Hull, in provision in the East Riding or, in a very few cases, in provision outside the two local authorities.
- b. Travel to learn across the Humber, i.e. between the north and south bank authorities is almost non-existent. It would therefore be inappropriate to attempt to establish joint commissioning arrangements with the south Humber local authorities.
- c. Travel to learn figures show there is a substantial movement of Hull resident pre-16 learners into East Riding Schools and a reverse flow of similar scale of learners from East Riding schools into post 16 provision in Hull.
- d. The reason for a broader link with North Yorkshire and York lies mainly in the links which the East Riding needs with these areas. However, Hull College now runs FE provision in Harrogate and this arrangement would facilitate commissioning links for the whole of Hull College's operation. Further, the larger grouping will broaden the base of the new organisation and facilitate the development of joint services and shared staffing.

4. Existing working links.

- a. Connexions and Education Business Partnership support is delivered through a sub regional board with the East Riding.
- b. There has been excellent collaborative working to deliver the CAP. A joint website, publicity, events and procedures have been agreed.
- c. There is collaboration between the partnerships in the delivery of the diploma programme, for example in the "Land based" line of learning.

¹ See appendix

- d. The North Humber Executive could provide models of governance which might be adapted to the new sub-regional structure.

5. Delivering the entitlement

- a. The proposed arrangements will be vital in delivering the 2013 entitlement.
- b. Hull has strong 16-18 providers who already cater for large numbers of East Riding learners.
- c. Given Hull's industrial and commercial base, it is inevitable that much of the employer based provision will be in the city.
- d. The breadth of the new curriculum will make collaborative delivery essential, particularly in "border" areas, if excessive travelling for learners is to be avoided.
- e. The strong IAG needed to make the new arrangements work will only be effective if they are organised on a cross authority basis.
- f. The city has well developed employer engagement and has generated a surplus of work experience placements.
- g. Though not directly in the purview of the commissioning arrangements, there has been a strong response from employers in Hull to the provision of Apprenticeships.

6. Fit with other Local Government activity.

- a. The Director of Children's Services, the Chief Executive and senior elected members are supportive of this proposal
- b. There are great benefits in terms of linkage with the wider regeneration and economic development plans for the North Bank of the Humber.

7. Conclusion

The development of working with the East Riding is the only reasonable course for Hull. The links with the other Local Authorities will give a broader sub-regional base to the new arrangement. There are strong existing links at all levels of the councils. Though the proposal does not reflect existing LSC sub-regional structures, it is the only sensible option given the emphasis on travel to learn patterns.



Judith Harwood
Head of Learning, Leisure & Achievement

16-18 TRANSFER

STAGE 1 ASSESSMENT – SEPTEMBER 2008

NORTH YORKSHIRE COUNTY COUNCIL

PROPOSED LOCAL AUTHORITIES IN THE SUB-REGIONAL GROUPING

CONTEXT

North Yorkshire is England's largest county geographically and is one of the largest Local Authorities demographically in the GOYH region. These factors are significant in planning the sub-regional grouping, and other sub-regional strategic relationships, which will be needed to enable the interests of learners in all parts of the County to be served equally.

SUB-REGIONAL PROPOSAL

North Yorkshire has 13 neighbouring Local Authorities in three different regions – Yorkshire & The Humber, North-East and North-West. It proposes to operate as part of a sub-regional cluster comprising:

- East Riding of Yorkshire Council
- Hull City Council
- North Yorkshire County Council
- York City Council.

North Yorkshire recognises that it can be a formal member of only one sub-regional cluster. The one proposed above reflects the greatest single concentration of travel-to-learn and strategic planning links involving North Yorkshire. It is, therefore, the single most natural as well as strategically significant grouping to form.

RATIONALE FOR THE GROUP

Travel-to-Learn

There is a well established, and rapidly expanding range of links between the four Local Authorities, the colleges and schools across the area, Business Education Partnerships, 14-19 Partnerships, IAG/IYS arrangements and Youth Offending Teams. Almost all of these are underpinned by strong working relationships with the two local Learning and Skills Councils.

At present, the most extensive links are the bilateral ones between York and North Yorkshire, East Riding and Hull. But the travel-to-learn links between East Riding, North Yorkshire and York are also significant, as are the strategic links between Hull and North Yorkshire as a result of the merger of Harrogate College of FE into Hull College. There are also HE and Adult Learning links between North Yorkshire and the University of Hull.

The links between specialist land-based FE provision and the rural economy are important in the sub-region, especially to North Yorkshire and the East Riding. The grouping proposed would bring Askham Bryan College and Bishop Burton College into the same sub-region, with potential, therefore, to maximise their contribution both to new curriculum and the expansion of access to existing provision. Whilst Askham Bryan College is based in the York Local Authority area, it draws a majority of students from North Yorkshire, has centres in North Yorkshire and, like North Yorkshire, also has links into the Tees Valley through its centre in Guisborough. This is important for learners in all parts of the County, and especially so in the large Northern area in which there is very limited local FE provision.

The travel-to-learn volumes between the Local Authority areas are significant. In FE colleges, North Yorkshire learners form about 30% of the relevant York College cohort, approaching 50% at Askham Bryan College, and nearly 1,200 North Yorkshire learners at Harrogate College are now part of Hull College. Movement into FE colleges in North Yorkshire includes almost 10% of the current East Riding cohort, with a further 6% feeding into York. There is large scale movement of East Riding learners into Hull. In schools, around 155 students from York attend North Yorkshire Sixth Forms and around 90 North Yorkshire students attend Sixth Forms in York.

Links with Other Sub-Regions

North Yorkshire has an equally large scale of travel-to-learn links with a combination of the proposed sub-regions for West Yorkshire, Lancashire and the Tees Valley. Nearly 700 (over 13%) of Bradford learners attend Craven College in Skipton and 222 Bradford students attend Sixth Forms in North Yorkshire. Approaching 200 learners from Lancashire also attend Craven College. 425 Leeds students attend North Yorkshire Sixth Forms. In the North of the County, approaching 500 North Yorkshire students travel to FE Colleges in the Tees Valley, the largest group going to Darlington College, which also has an outpost at Catterick in North Yorkshire.

North Yorkshire will, therefore, need to establish and maintain strong strategic commissioning links with the West Yorkshire and Tees Valley sub-regions even though it will not be a formal member of them. That view is shared and supported by Bradford Local Authority and Darlington Local Authority on behalf of the Tees Valley sub-region.

SECURING THE DELIVERY OF THE CURRICULUM OFFER

Each of the four Local Authority areas proposed for the York/North Yorkshire/East Riding/Hull sub-regional grouping have good capacity to devise and deliver the new curriculum in a sustainable way through complementary and collaborative developments. Examples of this are already evident, and are reflected in travel-to-learn patterns. Further developments will build on that.

Parts of North Yorkshire will be largely self sufficient in meeting the curriculum offer through a combination of the size and collaboration between substantial clusters of providers in-County. Not all parts of the County will be able to do that, however, and will benefit from strategic commissioning sub-regionally to address lower volume and highly specialist provision.

As North Yorkshire is a large rural area, with some very sparsely populated parts, we will also seek to commission some provision from various parts of the sub-region to provide outreach and distance learning into those parts of North Yorkshire where the extent of travelling for learners would otherwise be excessive.

Three of the Local Authorities – North Yorkshire, York and East Riding – use NYBEP for work experience placements and a significant amount of employer engagement. The latter would also be enhanced by the combined employer contacts of FE colleges across the sub-region becoming part of the extended employer engagement network which would become accessible sub-regionally.

The sub-region proposed would help significantly in enhancing provision for learners from a large part of North Yorkshire. It would not reach all, however, and, again, the strong links with West Yorkshire and the Tees Valley would be important if we are to achieve the curriculum offer for learners in all parts of the County.

PROPOSALS TO ENGAGE WITH NEIGHBOURING LOCAL AUTHORITIES

Along with the other members of the proposed grouping, we are committed to a Model B commissioning approach from September 2009, leading into the April 2010 transfer. There are well established, and productive, working relationships with the York Authority both directly and via the LSC. Links are developing with the East Riding, and a constructive working relationship has already been established with Hull College of Further Education through early development work with them at Harrogate College in respect of vulnerable learners. Collaboration between Authorities is reflected in a number of projects and good working relationships between officers.

North Yorkshire's strategic leadership and partnership working have been recognised as outstanding in external evaluations. Its 14-19 Plan has been recognised as the strongest regionally and is being used as an exemplar regionally. Its 14-19 Partnership arrangements have been reviewed and restructured following consultation with Heads and FE College Principals. They now provide an improved balance of local inclusivity with strong strategic leadership. Terms of Reference and membership have been designed to anticipate the developing strategic commissioning role. A clear accountability framework has been established for partners at all levels, including the 14-19 Partnership's own accountability to the wider Children and Young People's Strategic Partnership. Through that it will also feed into the North Yorkshire Strategic Partnership where it can be aligned with other economic and skills development agendas.

The sub-regional proposals have been the subject of consultation with individual College Principals, the 14-19 Partnership, the Children and Young People's Strategic Partnership, and Elected Members. The proposals are endorsed fully by all of them.

In addition to work within the County, arrangements are in hand together with the other three Councils, and with the support of the two LSC sub-regions, to develop the sub-regional proposal and agree governance and decision-making arrangements.

COMPATIBILITY WITH OTHER LOCAL AND REGIONAL PRIORITIES, PLANS AND PROPOSALS

The proposed grouping is consistent with the following local and regional priorities and plans:

- NYSP Sustainable Community Strategy 2008/18
- North Yorkshire Local Area Agreement 2008/11
- North Yorkshire County Council Plan 2008/11
- Children and Young People's Plan for North Yorkshire 2008/11
- North Yorkshire 14-19 Strategic Plan and Implementation Plan
- The Regional Spatial Strategy – Yorkshire and The Humber
- The Regional Economic Strategy for Yorkshire and The Humber 2006/15
- Yorkshire Forward Corporate Plan 2008/11

Consistent with the DCSF Children Plan, and related legislation, the proposed sub-regional grouping would help to ensure that we are able to meet well the needs of all young people who learn in North Yorkshire, and to ensure that we commission effectively on behalf of learners who wish and need to learn outside the County. There is a strong recognition of the significance of the regional skills agenda, and a commitment to ensuring there is good alignment with it, in the interests of the economy of the community as well as the economic well-being of individual learners.

16-18 Transfer

Stage One Assessment – September 2008

City of York Council

(All data from LSC 16-19 Commissioning Plan Data Pack (June 2008), unless stated)

1. Proposed local authorities in the sub-regional grouping

1.1 The proposed grouping in which the City of York Council will operate consists of the two local authorities in the LSC North Yorkshire sub-region and two from the LSC Humber sub-region. These are:

- City of York Council
- East Riding of Yorkshire Council
- Hull City Council
- North Yorkshire County Council

The Directors of Children's Services in all four local authorities are fully supportive of the development of this grouping to progress the 16-18 Transfer and secure delivery of appropriate curriculum opportunities for all learners.

1.2 The City of York already works very closely with North Yorkshire on a wide range of 14-19 linked activity and has well established relationships with East Riding. One of the North Yorkshire Area Learning Partnerships and an East Riding Secondary School are associate members of the City of York 14-19 Partnership (Learning City York) and a number of relevant organisations, including Higher York and Science City York, operate across all three council areas. The City of York supports the inclusion of Hull City Council in this grouping because it is a key partner for East Riding and there are relevant links with the other proposed members, especially through the FE and HE sectors.

2. Rationale for the grouping

2.1 Travel to Learn

The 14-19 year old population in the City of York is approximately 15300. Provision is based upon:

- 1 general FE College (York College)
- 10 mainstream secondary schools, of which 5 have sixth forms
- 1 secondary special school
- A range of work based learning providers, including the Council's own (York Training Centre)

A specialist Agricultural College (Askham Bryan College) is also based in the Council area, but only 11% of its full and part time 16-19 year old learners are York residents.

The number of resident 16-19 year olds travelling to provision outside the City is far outweighed by the number of young people travelling into York from other areas. In both cases North Yorkshire and East Riding (in that order) are the most significant partners.

At York College 1232 of 3507 full and part-time learners are East Riding or North Yorkshire residents and North Yorkshire residents make up 48% of Askham Bryan College's 788 full and part-time learners. 118 school sixth form learners from East Riding and North Yorkshire attend York Schools.

146 York residents attend sixth forms in North Yorkshire Schools. There are no significant travel to learn movements to any FE providers in Councils within the proposed cluster, but 69 full and part-time learners travel to specialist provision in Leeds.

2.2 Securing the delivery of the curriculum offer

It is clear from the travel to learn data that York has a significant role to play in securing the delivery of the curriculum offer for learners in North Yorkshire and East Riding. In particular York College is a critical provider for learners across the sub-region. Askham Bryan College is a major provider for North Yorkshire and will be a significant player in the Environment and Land based Diploma in Yorkshire & Humber and beyond.

Diploma developments already recognise the interdependence of Local Authorities, with Woldgate College (East Riding) and the Ryedale Area Partnership (North Yorkshire) having associate membership of the City of York 14-19 Partnership. Existing collaboration covers Creative & Media, Engineering, Manufacture & Product Design and Society, Health & Development. The City of York Partnership intends to deliver all of the Diplomas. Its entitlement provision plan provides access to all lines through schools and colleges, with provision at York College and Askham Bryan College contributing significantly to the entitlement at sub-regional level.

The City of York Partnership is delivering two Diploma lines (Society, Health & Development and Engineering) in 2008/09, with 130 learners (nearly 7%) of the first Year 10 cohort participating. In 2009/10 8 further lines will be delivered. Subject to conditions, a ninth line will be added in 2010/11 and a submission is under development for Gateway 3 which covers the remaining 5 sector linked lines of learning.

A key element in planning for the York 2013 entitlement is the Raising of the Participation Age. Despite overall learner outcomes, which are well above national and regional averages, post 16 progression rates and “narrowing the gap” are priorities identified in progress checks, LAA targets and service plans. Demographic decline to 2015 means that the overall number of participants will remain roughly constant. There will, however, be significant changes in the balance of provision, with increases in apprenticeships and work based learning strands. The City of York Council recognises its corporate responsibility to support the development of apprenticeship programmes and has been working with the LSC Partnership Director to increase its own involvement. GO Progress check data (September 2008) shows a 0.6% increase in the percentage of 16-18 year old apprenticeship starts from 2005/06 to 2006/07. All provision planning is underpinned by employment sector forecasts, collated by the City of York Lifelong Learning Partnership, and existing patterns learner demand.

The successful Young Apprenticeship programme at York College is open to North Yorkshire and East Riding of Yorkshire learners. East Riding and North Yorkshire institutions use the major provider of work experience placements for York Schools and Employer Engagement work related to the curriculum entitlement is being undertaken by cross border organisations such as NYBEP and Science City York.

Progression routes for learners will be secured by working across all four proposed cluster authorities. The Universities of York and Hull have close links, including membership of the Excellence Hub and a joint medical school. The University of Hull has a campus in Scarborough (North Yorkshire). The Higher York partnership includes the four York based HEIs and Craven College (North Yorkshire). Harrogate College (North Yorkshire) is a member of the Hull College Group.

2.3 Proposals to engage with neighbouring local authorities

Along with the other members of the proposed grouping, **we are committed to a model b commissioning approach from September 2009**, leading into the April 2010 transfer.

The City of York has a track record of productive collaboration on this agenda. Relationships with North Yorkshire are strong at strategic level through work with North Yorkshire LSC area. This has led to collaborative projects such as a joint Area Web Based Prospectus and is underpinned by regular contact and collaboration at Officer level. There are also developing links with East Riding.

As a Children’s Service’s Directorate judged by Ofsted (JAR, Feb 2008) to be outstanding, with outstanding capacity to improve, York is well placed to tackle the

challenges of integrating 16-18 and, ultimately, 14-19 commissioning into its existing systems and structures, including joint commissioning for other young people's services. The directorate's progress on this agenda and capacity to readily move forward is also evidenced by APA and Progress Check reports. Officers, working with the LSC Partnership Director, have already undertaken a significant degree of planning for the 2013 entitlement. This work has been disseminated across the region through the DCSF Regional Adviser's 14-19 Lead Officers network.

In its lead strategic partner role, the Local Authority has worked constructively with partners, most notably Headteachers and College Principals, in agreeing new 14-19 structures, which are fit for purpose as the MOG changes progress. These structures will ensure that all stakeholders are both well informed about, and engaged in, the commissioning process. We are committed to developing the capacity to take the transfer forward with key staff from School Improvement & Staff Development, Finance and Human resources already reviewing current directorate structures.

As we move to Stage 2, a timeline for consultation with elected members and partnership stakeholders has been set out. Whilst progressing the transition within York, we will engage with the other three Councils in our proposed grouping at DCS and Senior Officer level and with the support of the two LSC sub-regions to refine the proposal and agree governance and decision making arrangements.

2.4 Compatibility with other local and regional priorities plans and proposals

The proposed grouping is consistent with the following local and regional priorities and plans:

- Without Walls – York's Local Strategic Community Plan (2004-2024)
- Learning Without Walls – York's 14-19 Implementation Plan for Education and Training (2005-2008)
- The York Entitlement Curriculum Map (2008)
- Leeds City Region Development Programme (November 2006)
- Regional Spatial Strategy: The Yorkshire and Humber Plan (Yorkshire and Humber Assembly)
- The Regional Economic Strategy for Yorkshire and the Humber 2006 -2015
- Yorkshire Forward Corporate Plan 2008-11

Locally, the proposal will support our plans to secure the entitlement curriculum, raise participation and achievement in line with targets in our Children and Young People's Plan and Local Area Agreement.

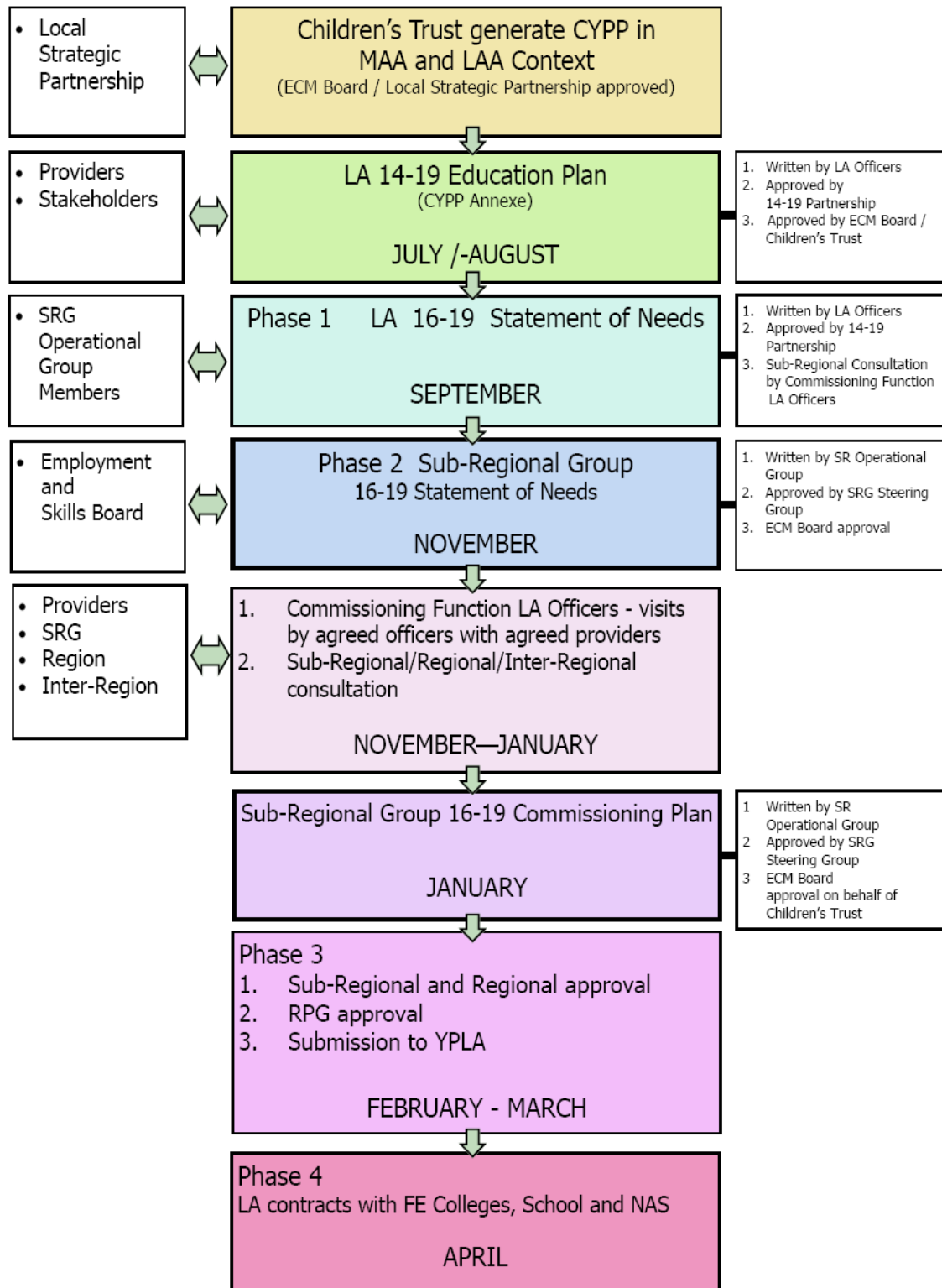
Regionally, the proposal will support current travel to learn patterns and ensure that future 16-18 learning provision is effectively planned across the proposed grouping to address learner choice and needs. However, we also understand the importance of having due regard for the further development of local, sub-regional and regional labour market and skills requirements, in particular as being developed through the LSC York and North Yorkshire Skills Group, Leeds City Region Development Plan and the Regional Economic Strategy for Yorkshire and the Humber.

Appendix 2

North & East Yorkshire SRG draft 04 February 2009

Flow Chart showing draft proposals for North & East Yorkshire Sub-regional Group

Dialogue



Appendix 3

MACHINERY OF GOVERNMENT CHANGES

16-19 TRANSFER

NORTH AND EAST YORKSHIRE SUB REGIONAL GROUP

KEY PRINCIPLES OF COMMISSIONING

Background and Purpose

The North and East Yorkshire Sub Regional Group has agreed to operate under a common set of principles in relation to the new legislative requirements and operational functions relating to the commissioning of 16-19 learning provision in, and where appropriate across, the Local Authorities of the City of York, East Riding of Yorkshire, Hull City Council and North Yorkshire County Council.

Based on the overall aim of improving the quality of provision for all 16-19 learners the SRG will plan and resource learning programmes that are responsive to the needs of all learners through a process of collaboration and partnership with those key agencies and stakeholders engaged in the overall planning and commissioning process.

The following core principles outline the framework as agreed by the SRG Steering Group. In addition are listed the main operating rules and protocols required to support that framework.

The Core Principles

- The commissioning of 16-19 learning provision will involve a set of planning, delivery and quality assurance procedures that puts the learner at the forefront of the process.
- The planning and commissioning of provision, whilst ultimately the responsibility of each individual Local Authority will be carried out through duly constituted collaborative and partnership structures in order to achieve maximum benefit for the learners, providers and stakeholders.
- The planning and commissioning “business cycle” will correspond to national and regional timeframes and funding requirements.
- Provision will be planned in response to national, regional and local skills needs.
- 16-19 commissioning will be integrated with other strategic priorities for children, families and communities
- The process will encourage and resource a comprehensive impartial advice and guidance service in order to ensure access to learning opportunities that are appropriate to the location as well as the education and training needs of the learner.
- Learners, parents, carers and employers will be consulted at all stages in the process in order to ensure that their views and requirements are responded to during the planning and delivery stages of the commissioned provision.
- During this process of consultation specific attention will be given to the needs of vulnerable learners including those with learning difficulties and or

disabilities. Where appropriate positive action will be taken to ensure that provision for such learners meets their specific needs.

- Those responsible for the commissioning of provision will closely scrutinise the quality of those services being commissioned and where necessary de-commission provision that is deemed to be unsatisfactory in line with agreed national and local quality assurance, health, safety and welfare performance criteria .
- Specialist provision serving the needs of more than one Local Authority will be commissioned by the agreed Local Authority taking into account regional and national demand for this range of provision
- Decisions made on the commissioning of individual providers will be done on the basis of ensuring stability of provision. This will enable the sustainability of agreed learning outcomes as determined by the planning process.
- Within a mixed economy of providers all sectors will treated equitably
- Each individual Local Authority's commissioning plans will be submitted to and agreed at a Sub-Regional level prior to progressing to the Regional Planning Group for final consideration.

Operating Rules and Protocols

The Core Principles will be followed and monitored in line with a range of specific protocols and procedures linked to all aspects of the commissioning process. The following is intended as a guide to the overarching operating rules and protocols under which the Sub-Regional structures will deliver the expected outcomes associated with commissioning functions and responsibilities.

Management Information

In order to achieve positive outcomes at all stages of the commissioning process the SRG will ensure that key data sets are made available to the planning groups from national, regional and local agencies in a timely and appropriate fashion. These data sets will relate to:

- Success rates with Providers and Local Authorities
- Participation rates
- Contribution by Providers to specific national as well as local targets
- Employment trends
- Progression rates at all levels of provision
- Equality of opportunity
- Demographic trends

Dispute Resolution

All stages of the commissioning process will conform to the principle of open and transparent governance and management. In order to achieve the maximum benefits for all learners it is recognised that the commissioning process, informed as it is by a complex and challenging set of planning criteria and scenarios, will require those involved at all levels to make decisions based on accurate and objective data and information.

The attached dispute resolution procedure illustrates the appropriate channels that will be followed in circumstances needing arbitration. It is intended however that these will only be in relatively extreme circumstances and the scenarios as

envisaged in the “REACT” guidance paper will be resolved at a local level in the first instance. These situations will be discussed within the Local Learning Partnership structures and where appropriate recommendations and or preferred options will go to the LA officers designated to manage the commissioning function on behalf of their individual LA.

Where the circumstances have consequences across LA boundaries then the SRG Operational Group and Steering Group will also consider the matter

At all stages of this process advice will be sought from the appropriate legal resources within each LA particularly where issues are likely to impact on the “Instruments and Articles of Governance” of individual institutions and agencies.

Diagram of Planning and Commissioning Process and Principles

