Children's Improvement Board











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1. An introduction to the tool

1.1. Focusing on outcomes

All effective commissioning for children and young people with special educational needs (SEN) should be driven by outcomes. Practitioners who work with children with SEN and those who design and commission services for them are some of the most innovative professionals working in the public sector. They have embraced innovation and partnership working across organisations, agencies and sectors to help families achieve the best possible outcomes.

This practical tool has been developed to help professionals who are already fully focused on commissioning services that make a real difference to the children and young people's lives. At a time of tightened budgets across the public sector, it is even more important that commissioners have the tools at their disposal to help them make informed decisions about how resources are best spent and to understand where services are effective and where they could be improved. The Children's Improvement Board (CIB) has developed this practical tool in direct response to feedback from SEN commissioners who have identified that this is an area of challenge for them.

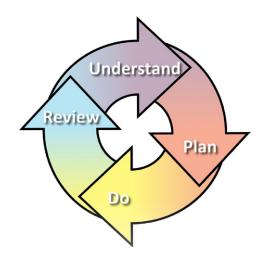
Commissioning decisions for children and young people with SEN are made at different points within the system and this tool is intended to be sufficiently flexible to be used in the full range of commissioning scenarios, from individual support through to commissioning an authority-wide service.

Annex 1 of this document takes three worked examples and shows how the processes and tools might be applied in those scenarios. These worked examples are intended to illustrate how the processes in this tool may be applied in a given situation but are not intended to present endorsed practice on how services should be delivered. The priority for commissioning is not about *who* delivers services, but about consistently focusing on how best to respond to a detailed understanding of users' needs.

1.2. How this tool relates to other commissioning resources

The aim of this practical tool is to help those commissioning SEN services to harness their skills and expertise to ensure that services are as effective and efficient as they can be and that evidence about outcomes is consistently used in such a way that commissioning becomes a cycle of improvement not just planning or procurement.

The concepts and processes described in this tool are consistent with the principles and materials developed by the Commissioning Support Programme (CSP), which was funded by the Department for Education until March 2010. In particular, the tool takes as it starting point the CSP description of a four stage commissioning cycle – Understand, Plan, Do and Review.



Different organisations may express their commissioning activity in different and perhaps more complicated ways with many more steps. Nevertheless, these four stages are fundamental to all effective commissioning activity. The focus for each stage can be summarised as:

- Understand activities undertaken before a decision is taken
- Plan the approach to making a decision about a particular service
- Do the actual process of commissioning
- Review lessons learnt that can be applied to future commissioning.

Materials developed by CSP that explore these concepts of commissioning in detail, including an extensive suite of training materials that can be adapted for local use, are now available on the <u>LGA Knowledge Hub</u>. There, the Better Commissioning and Productivity in Children's Services group launched by the CIB has created an extensive online library on commissioning. This includes the materials developed by CSP that will support the use of this tool. Members of this online group can also contribute resources they find particularly useful and start forum discussions on commissioning.

Throughout this document, and in the annexes, reference is made to worked examples that show how this practical tool might be used in a number of commissioning scenarios. The outcome measures in these worked examples are not designed to be applied as they are. Rather, commissioners need to ensure that both measures and processes are appropriate to the needs of the actual young people for whom they are commissioning provision.

1.3. Developing this tool

The CIB has been set up with the founding principle that it should be truly sector-led, offering support and developing resources in response to what professionals working in children's services want and what will make the most difference to children, young people and their families. Working closely with the sector, the CIB has identified the area of commissioning of SEN provision as one of its priorities.

The Education Act 2011 supports the implementation of the Government's education reform programme including the focus on greater freedoms for schools and colleges as outlined in the Schools White Paper, *The Importance of Teaching*¹. The Act supports a Government commitment to reduce bureaucratic burdens on schools by removing unnecessary legal requirements on governing bodies, teachers and local authorities. It allows for further expansion of the academies programme to allow 16-19 and alternative provision academies and the development of 'free schools' which are all-ability state-funded schools set up in response to what local people say they want and need in their community. The introduction of a pupil premium to channel more money to the most deprived children is also a significant element of the Act.

With this increase in devolved policy and changes in funding systems, a key current issue is the redefining of the relationship between schools and local authorities. Authorities and schools have to find ways to develop a new type of relationship where commissioning and provider roles are re-established. As academies continue to open and federate, new roles are likely to emerge to support commissioning and strategic planning for schools.

¹ Department for Education (2011) The Importance of Teaching

The ending of National Strategies (March 2011), the removal of some grant-led initiatives and the responsibility for school improvement moving to schools together mark a clearly defined change and one which underpins some of the significant change in commissioning and schools. There is a drive to improve the capacity of schools to commission in partnerships and to see school partnerships as providers to each other and for wider services.

During a consultation conducted with commissioners in early 2012, people specifically requested a practical resource for commissioners of SEN services, one that would help them monitor and evaluate outcomes and build this into local commissioning processes to drive improvement.

1.4. The logic model

In the past, it was sufficient for organisations responsible for funding or providing public services simply to demonstrate the investment made as a measure of how they performed, without any reference to the impact their services were having on the recipients. Nowadays, service funders and providers are under considerable pressure to demonstrate exactly how and when resources will transform into results.

The logic model sets out how an intervention (such as a project, service or policy) is understood or intended to produce particular results. Logic modelling enables organisations to achieve this by creating evidence-based arguments that demonstrate a direct relationship between resources invested and outcomes realised. Commissioners are also now obliged to show how they will intervene if a commissioned service is not delivering its anticipated results. This toolkit can be used to inform those elements of a service contract that enable commissioners to do that: to take immediate action where required to ensure that the desired outcomes for service users are achieved.

1.5. How to use the logic model

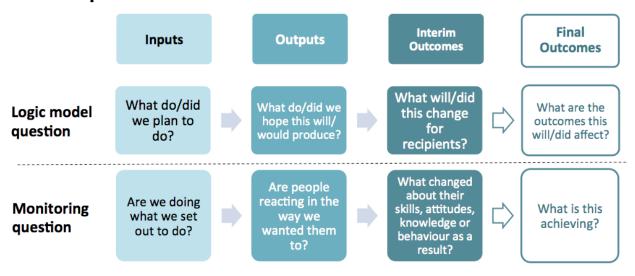
The model requires commissioners of SEN services to complete a four-stage process to articulate the links between the:

- Final outcomes of the services
- Interim outcomes (e.g. behaviours) anticipated in the service user that will bring about these final outcomes
- Outputs from the initial intervention/commission to prompt interim outcomes
- Inputs required to generate the above outputs.

This will provide commissioners with a clear argument for specifying the services to be commissioned and the mechanisms by which the commissioner can record and demonstrate its impact in order to support ongoing improvement in outcomes.

Based on the principles of results-based accountability, the process challenges the commissioner to answer a specific set of questions relating to the impact the service has on its beneficiaries. The commissioning and delivery of services for children with SEN should be measured in terms of the improvements in outcomes for these children and young people as a direct result of the service provided.

The sequence of events



The challenge of reduced budgets should not be underestimated but the processes in this tool will help you, as commissioners, consider the effective and efficient use of resources in designing your service. Where possible, cost reductions that can be made without detriment to the quantity or quality of the service being provided must be beneficial to the overall system and enable commissioners to direct resources elsewhere to the benefit of the children for whom the service is designed.

2. Stages and supporting templates

2.1. Stage 1 - Final outcomes

2.1.1 Introduction to final outcomes

Final outcomes for children and young people with SEN should drive all commissioning activity. Without a clear understanding of what you are trying to achieve, the probability of success of a service is left to chance, while any evidence amassed as to the contribution made by the service towards achieving these outcomes is open to legitimate challenge.

The final outcomes for commissioning services for SEN provision will naturally have the recipients of the service – the children – at the centre. The worked examples (see Annex 1) demonstrate that it must be clear in the definition of all final outcomes that the desired improvements in services are for the direct benefit of the cohort of children and young people identified.

The table on the next page provides a practical guide to establishing the final outcomes of a service and the value created in doing so.

Stage 1. F	inal outcomes
Why	Specifying final outcomes at the outset ensures that all subsequent activity can be tracked back to those final outcomes that the service is intended to deliver. Conversely, some existing activities can be identified as not making a contribution towards these final outcomes, thus justifying the streamlining of activities to ensure a more efficient and effective use of resources.
When	Final outcomes must be developed, agreed and articulated from the outset. For larger SEN commissions, in line with existing commissioning guidance, the commissioner must first demonstrate the need these services will address before agreeing the outcome they will plan to deliver. Further guidance on establishing need as part of the Understand stage of the commissioning cycle is available in the <i>A to Z of Commissioning</i> training materials, developed by the Commissioning Support Programme and available in the Better Commissioning and Productivity in Children's Services group on the LGA Knowledge Hub.
Who	These outcomes need to be defined by the lead commissioner and agreed by all stakeholders. In a multi-agency or cross-sector setting, pre-agreement should be reached on accountability for achieving these outcomes once the need has been established.
How	An effective way to establish effective outcomes is by using the SMART criteria.
	Specific. The way you express your outcomes must target precisely the issue you are concerned with. When defining outcomes for children with SEN, be specific about the particular needs of the(se) child(ren) and the extent to which this service will meet these needs.
	Measurable. Your outcomes need to be expressed in such a way that you are able to assess progress towards achieving them. This is why it is important to set the sources of evidence and the frequency of assessment at the same time as you define them. The evidence and the mechanism for gathering it are both part of the total definition.
	Achievable. It sounds obvious, but this is a common error. Often, outcomes are so ambitious as to be impossible to achieve. Although it is always advisable to define challenging outcomes, if they are too challenging they could have a detrimental effect on the delivery of your service – potentially doomed to failure from the outset.
	Relevant. Outcomes must be relevant to the service being offered and to the intended service user. Given the many forms of SEN and the complexities in addressing them, it is tempting to seek to deliver as many of the final outcomes necessary for the service user as possible. However, these may not reflect the core purpose of the service or the outcomes this service is capable of delivering. Irrelevant final outcomes will only distract the commissioner and service providers from meeting the needs of the service user.
	Time-bound. You must make clear by when the outcome is to be achieved. This may not necessary align with the period of the planned service.
	Use the SMART definitions to test your final outcomes, ensuring that each meets the above criteria to avoid complications further along the process.

Worked example

Scenario 1. A mainstream primary school is planning to commission services from a special school to support their children with BESD.

Stage

Final outcomes

- What are the outcomes this will affect?
- What are we trying to accomplish for our service recipients?

Model elements

The following outcomes are to be achieved over the next academic year:

- The classroom behaviour of this cohort will significantly improve, leading to fewer disruptive incidents for these pupils and their peers.
- Standardised test scores for all pupils with BESD will accelerate in comparison with their previous progress.
- The internal school workforce will have improved their ability and capacity to provide positive behaviour management strategies and support for pupils with BESD.

Evidence sources

- Disciplinary records
- Classroom observation
- KS results
- Progression rates
- Peer observation
- Reduction in cost of future support

2.1.2 Evidence gathering

As with each stage of the process, the related evidence gathering needs to be aligned in your plan alongside the delivery of service. Naturally, there will be a time lag between the development and delivery of a service and the evidence of its impact. However, when commissioning SEN-related services, it is reasonable to anticipate immediate benefits once the service users have been engaged. Your plan must incorporate opportunities to capture this evidence from the outset.

The process is designed to support this evidence collection through the specification of interim outcomes – those enablers that will create the environment or circumstances for the final outcomes to be achieved. Measuring the success of these interim outcomes will provide you with evidence that progress towards final outcomes has taken place or help you identify areas in which delivery must be improved if the final outcomes are to be realised.

Most final outcomes for SEN services are likely to relate to an increase in attainment or performance for the child(ren), and there should already be reliable sources of data by which these can be quantitatively measured.

Outcome format	Sources of evidence	Example measure/ target
Final outcomes: The service	P scales	All identified children to achieve p4 by 2013
user achieves success against	Key Stage results	To raise KS2 L4 by 10%
an existing measurement framework	NC progression levels	Cohort to achieve at least two levels of progress in mathematics

2.2. Stage 2 - Interim outcomes

2.2.1 Introduction to interim outcomes (e.g. behaviours)

Interim outcomes provide the ideal environment or circumstances in which the final outcomes of the service can be realised. They are stepping-stones along the way, designed to bring about a change in the performance and circumstances of the service user. An interim outcome is usually a change in skill, knowledge, behaviour or attitude, which will lead over time to a change in the final outcome.

For SEN services, these circumstances will necessarily include the impact SEN support is having on the children for which it is provided but may also include auxiliary factors that facilitate the SEN support. For example, if a final outcome specifies 'accelerating progress in reading', for which the service is to include one-to-one literacy support, success in achieving this final outcome could be inhibited by factors such as a distracting learning environment, the poor condition of available equipment or where the one-to-one session is placed in the timetable. Defining the service being commissioned with regard to these broader factors can only increase your likelihood of success.

The following table describes interim outcomes in further detail.

Stage 2.	Stage 2. Interim outcomes					
Why	Interim outcomes establish the link between the activities of the commissioner and the deliverables required from the service provider and the final outcomes that the commissioner intends to realise. If the commissioner can demonstrate that these interim outcomes have been achieved, this will provide further support for the evidence that there is a direct link between the service design and delivery and the final outcomes.					
When	Once final outcomes have been developed and agreed, the commissioner needs to consider what enablers have to be in place for these to be achieved. Although there is a clear distinction between final and interim outcomes, ideally, these will be specified at the same time, not only to test that your final outcomes are achievable but also to increase the likelihood of linking these interim outcomes with the specification of the service.					
Who	Although interim outcomes are crucial in understanding how feasible the final outcomes will be, specifying them is often best done by individuals closer to the delivery of the specific service who are experienced in understanding the factors on the ground necessary for success. A final outcome might be a local authority's strategic imperative, but the practical understanding required to specify and measure those factors is likely to lie with a sector expert.					
How	Interim outcomes are frequently 'softer' indicators of impact in that their evidence is often best captured through a subjective process or via proxy indicators. For example, a final outcome might be expressed in terms of 'a cohort of pupils reaching a certain reading level before the end of the school year'. Factors likely to affect the success of this final outcome might include 'attitudes towards reading' or 'less distraction during reading practice'. Nevertheless, it is entirely possible to define interim outcomes using the same SMART definitions we saw in the previous section. The commissioner must specify measurable definitions even if the way these are measured is likely to be markedly different.					
	To define these interim outcomes, you will need to examine each final outcome and derive the behaviours or environmental factors that will encourage or inhibit the success of the service. Frequently, particularly for environmental factors, an interim outcome will support more than one final outcome as there is a common cohort of recipients and these services tend to be delivered in the same place. Where this occurs, it is legitimate to link any success in delivering this interim outcome to the delivery of multiple final outcomes.					

Worked example:

Scenario 1. A mainstream primary school is planning to commission services from a special school to support their children with BESD.

Stage

Interim outcomes

– What will this change for participants?

Model elements

In order to achieve the above final outcomes, service users will need to adopt different approaches to challenges and respond differently in and beyond the classroom. It will be evident this is happening if the following behaviours are observed:

- Staff will be confident in their enhanced approach to addressing disruptive behaviour.
- These pupils will display an improved attitude towards attending school and greater confidence and enjoyment when participating in group exercises.
- Staff will have a greater understanding of specific issues affecting pupils with BESD.

- Classroom observation; pupil feedback; selfassessment
- Less intervention from specialist staff
- Attendance records
- Parental feedback

2.2.2 Evidence gathering

A final outcome for an SEN service is likely to be expressed in terms of academic progress or functional performance, with a corresponding interim outcome(s) expressed as improving the environment in which the child(ren) can succeed. For example, if a final outcome were expressed as 'achieving progress levels between key stages', an interim outcome for an SEN service might be defined as 'increasing participation and positive behaviour during particular types of classroom activities'.

Happiness and enjoyment can be hard to assess objectively so proxy indicators – such as levels of attendance – can provide a useful measure of progress. In isolation, such a proxy measure would not demonstrate the success of the service. It would be entirely plausible, for instance, that improvements in attendance were instead resulting from a truancy reduction programme or increased parental engagement. This is why gaining insight into the service user's direct experience is vital to understanding the impact of the service being provided.

In order to ensure that the evidence gathered provides a reliable reflection the impact of the service, a more direct, but subjective source of data would be classroom observation and feedback, taking into account the views of the pupil(s), teachers and support staff and parents. This is not to discount the proxy indicators as, alongside other sources of evidence, they can form a rich body of evidence about the impact of a service and can also help identify areas in which the service needs to improve if the final outcomes are to be achieved.

Mechanisms for gathering evidence of success in achieving these interim outcomes must be agreed with the service provider(s) from the outset. This will provide you with the means to continually monitor the quality of the service and the impact it is having on service users, and to intervene where a service is underperforming or otherwise not meeting the needs of the user.

Outcome format	Sources of evidence	Example measure/ target
Interim outcomes: The service user achieves	Quantitative proxy indicators	A reduction in unauthorised absence by 50% over the year.
or experiences an outcome measurable against non-academic	Classroom observation	Frequency of positive behaviours recorded throughout particular lessons tracked over the term.
criteria	Levels of staff performance	Measure of the confidence levels of support staff in SEN behaviour management.

2.3. Stage 3 - Outputs

2.3.1 Introduction to outputs

The commissioner intends to engage service providers in the development of a high quality service that meets the needs of its target group by delivering the final outcomes it has specified. Outputs are defined as the direct consequences of your specification of the service. In order to bring about the interim outcomes, what conditions must the service provider satisfy?

Outputs usually focus directly on how service providers have interacted with what is being provided or run and are often linked to specific inputs. (Interim outcomes, on the other hand, should involve some longer-term change that endures beyond the time that a service or project is run.) As a commissioner, you must ensure that these outputs are built into the contract with the service provider to establish clearly their obligations in delivering the service. This will enable you to monitor and manage the quality of the service and make interventions where necessary.

The following table provides guidance on how to generate these outputs.

Stage 3.	Stage 3. Outputs					
Why	Outputs represent a fundamental element of the argument that the activities undertaken through commissioning have a direct effect on the ability of the service to deliver final outcomes and meet the needs of service users.					
	Understanding the outputs of the service for children with SEN will enable you to gain confidence in the commissioning process by ensuring that the factors involved in delivering the outcomes are addressed in the service contract. Commissioners should be prepared to challenge 'traditional' thinking when defining outcomes. This will help to ensure that services are focused on the real needs of children and young people.					
When	Having established both kinds of outcomes in previous stages of the process, outputs can be defined by 'reverse engineering' what conditions need to be in place to maximise the chances of those outcomes. This is the point – specifying what deliverables you will want from the service provider – at which you must consider the resources available to meet the needs of the particular cohort and what is realistically achievable.					
Who	The individual responsible for commissioning the service is best placed to define its outputs. But to ensure that they are realistic and achievable, you should also seek guidance from the organisations responsible for delivering those outcomes on the ground and – if possible without compromising the procurement process – potential providers of the service.					
How	Outputs are the direct products of what is delivered at the (next) input stage, but must be related to the actual quality of delivery, with a particular emphasis on how service providers have engaged with and immediately responded to the initiatives. An input relates only to the commissioner's own planned work, whilst an output must be connected to the users' or providers' experiences of the services being provided.					
	For example, if an interim outcome of a service requires that school support staff are confident in managing the behaviour of pupils with SEN in the classroom, then a required output of the service might be high quality training and guidance from the service provider. Clearly specifying this as a monitored deliverable for the service provider increases the likelihood of success.					

Worked example

Scenario 1. A mainstream primary school is planning to commission services from a special school to support their children with BESD.

Stage

Outputs – What do we hope this will produce?

Model elements

In order to achieve the interim outcomes we have specified, the following outputs must be achieved:

- High quality staff/parent training and support from the SEN service providers.
- Service providers will have a deep understanding of the issues and challenges affecting pupils with BESD and have a clear, evidence-based approach to addressing and overcoming these.
- Service providers and internal staff will have a clear route forward to understanding roles and responsibilities.
- Our school behaviour policy will be amended to reflect improved behaviour management strategies.

Evidence sources

- Internal staff feedback
- External evaluation/ accreditation
- Evaluation of the quality of joint planning and workstreams.

2.3.2 Evidence gathering

The evidence that an output has been satisfactorily achieved is likely to take the form of feedback from service users and providers or intermediaries e.g. trainees. Other proxy measures, such as levels of attendance at, or the successful marketing, of training events and planning workshops are also useful to monitor and analyse. The key questions are: what evidence will satisfy you that these outputs have been delivered? and how confident are you that these outputs will provide the necessary circumstances in which the interim outcomes will now be achieved?

For example, for an interim outcome defined as 'engaging SEN pupils and their parents/carers in a particular activity', an output is likely to take the form of 'how prepared and confident the service provider is in their planning and approach to these families'. The evidence of this could be measured through comparisons with previous initiatives and other existing examples of 'what works'. In such an instance, you might seek direct evidence from the service provider as to why they have proposed their particular approach.

The following table describes the likely format and related evidence and measures to define your assessment criteria:

Element format	Sources of evidence	Example measure/target
Output: The service provider responds and delivers	Existing internal quality assurance processes	The Invitation to Tender meets the criteria for local authority commissions
successfully against the criteria expressed in the	Direct assessment by service users/ intermediaries	Feedback on the quality of training and support
contract to create the environment in which the interim outcomes will be	Benchmarked commissions	Comparison with available examples of successful, related commissions.
achieved.		

2.4. Stage 4 - Inputs

2.4.1 Introduction to inputs

Having established the outputs of the service that are necessary to achieve the final outcomes, inputs (e.g. activities, plans or contracts) can now be expressed to ensure these outputs are achieved. Inputs are the operational elements of the service design or commission. Now that the commissioner understands what this service must ultimately achieve (final outcomes), what impact it must have on the service users (interim outcomes), and how the service needs to structured and delivered (outputs), all that remains is to specify the inputs required to achieve these outputs.

An input is usually something within your control, which you plan to do from the outset. An output, on the other hand, usually says something about how your target audience will react to what you provide or do (your input).

Stage 4	Stage 4. Inputs					
Why	Defining inputs to the design and delivery of a service holds the commissioner to account for specifying clear instructions and expectations to the service provider. It is incumbent on the commissioner that potential providers of the service understand exactly what needs to be delivered in order for the service to be successful and achieve the final outcomes as specified at the outset.					
	Describing these inputs in terms of the outputs they must deliver enables the commissioner to gain commitment to these outputs and set appropriate service levels and key deliverables in the contract or commission.					
	Once the logic model is populated, you should work back from inputs through to final outcomes to test the hypothesis. If the model is sufficiently robust, if you can guarantee the production of the inputs, and if the service provider has satisfied you that their proposal will deliver the outputs, then you will have created a logical argument in support of the hypothesis that the final outcomes of the service will be realised.					
When	Logically, the commissioner's inputs to the model are revealed through the outputs the commissioner intends the service provider to deliver. The inputs specified at this stage will link the desired outputs with the resources available to commission the service.					
Who	The commissioner responsible for designing the contract to provide the service is best placed to define the precise service levels and deliverables required to achieve the predefined outputs. As with existing commissioning processes, guidance and feedback should be sought from relevant stakeholders during the specification process.					

How

As stated previously, the inputs of a logic model are those elements of the service design and specification for which the commissioner is ultimately responsible. These are those actions that are – resourcing notwithstanding – within your control.

Inputs are defined as the functional aspects of the service design that are critical to the delivery of the outputs. Provided you are confident that the outputs are sufficient to deliver the interim, and subsequently final, outcomes of the service, then it is enough for the purposes of the logic model that the inputs are expressed solely as the means by which the outputs will be achieved.

Having reverse-engineered the argument from what the service is ultimately designed to achieve, to what inputs will be required to maximise its success, you should work back through the process to ensure that the logic model is credible and realistic from inputs through the final outcomes. It is good practice to seek feedback from service users and beneficiaries, internal colleagues, and potential service providers to ensure that all expectations are clear before the service commences.

Worked example

Scenario 1. A mainstream primary school is planning to commission services from a special school to support their children with BESD.

Stage

Inputs – What do we plan to do?

Model elements

In order to achieve the above outputs, the following inputs must be achieved:

- The commissioner must develop a brief/tender/ commission designed to bring about the outputs and outcomes we have specified.
- The commissioner must attract the most appropriate service providers and have an effective process for engaging with the preferred provider.
- The commissioner will collate and provide all necessary information to the provider to ensure that they are equipped to deliver.

Evidence sources

- The calibre of service provider
- Comparison of benchmarked service tender
- External quality assurance against existing standards/ checklists

2.4.2 Evidence gathering

Internal quality assurance and existing commissioning guidance should provide you with a range of evidence sources to prove that the inputs you have specified can generate the outputs you have specified. The CIB is developing a new practical to support quality assurance in children's services. Along with other commissioning resources this will be available in the Better Commissioning and Productivity in Children's Services group on the LGA Knowledge Hub.

Sources of evidence for having successfully applied the inputs to your model are likely to encompass factors beyond the specification of the service. For example, to ensure the greatest response rate, it is

incumbent on the commissioner to ensure that the opportunity to bid has been communicated to as many potential providers as possible. Furthermore, given the wide variety of SEN service providers in the marketplace, due consideration has to be given to specifying the types of providers most likely to meet the contract criteria.

The table below illustrates the likely format of these inputs, along with the systems and processes likely to provide the evidence that an input has been achieved:

Element format	Sources of evidence	Example measure/ target
Input: The commissioner satisfies all the necessary criteria to be	Internal QA systems	Commission achieves 100% against Best Value criteria
confident that the commissioning process will attract the highest quality providers (from all sectors),	Existing commissioning guidance	100% compliance with a checklist against commissioning best practice
result in the best value for money and maximise the chances of achieving the final outcomes of the service.	Feedback from service users and providers.	90% of proposals received meet the service level criteria.

Annex 1 – Worked examples

The following worked examples demonstrate how the tool can be populated to develop links between the intended final outcomes of a service and the actions a commissioner needs to take to realise these. They also include evidence tables designed to monitor progress towards delivering these outcomes or to provide the commissioner with evidence that an intervention is required where performance targets/levels are not being met.

There are many different ways in which a school or local authority might link outcomes to inputs and there are also existing systems and processes in place to measure their delivery. These examples are therefore not intended to replace current practice and commissioners should be mindful of what processes and arrangements are currently being used. These worked examples should be seen solely as a guide to how a logic model might be populated in specific scenarios.

Scenario 1. A mainstream primary school is planning to commission services from a special school to support their children with BESD.

Scenario 2. The LA commissioning team uses the toolkit to commission autism support services on behalf of the Schools' Forum.

Scenario 3. A mainstream primary school is commissioning services in support of a child (LP) with Down's syndrome.

Scenario 1: A mainstream primary school is planning to commission services from a special school to support their children with BESD.

Stage

Final outcomes

- What are the outcomes this will affect?
- What are we trying to accomplish for our service recipients?

Interim outcomes

- What will
this change for
participants?

Outputs

- What do we hope this will produce?

Inputs - What do we plan to do?

Model elements

The following outcomes are to be achieved over the next academic year:

- The classroom behaviour of this cohort will significantly improve, leading to fewer disruptive incidents for these pupils and their peers.
- Standardised test scores for all pupils with BESD will accelerate in comparison with their previous progress.
- The internal school workforce will have improved their ability and capacity to provide positive behaviour management strategies and support for pupils with BESD.

In order to achieve the above final outcomes, service users must adopt different approaches to challenges and respond differently in and beyond the classroom. It will be evident this is happening if the following behaviours are observed:

- Staff will be confident in their enhanced approach to addressing disruptive behaviour.
- These pupils will display an improved attitude towards attending school and greater confidence and enjoyment when participating in group exercises.
- Internal staff will have a greater understanding of specific issues affecting children with BESD.

In order to achieve the interim outcomes we have specified, the following outputs must be achieved:

- High quality staff/parent training and support from the SEN service providers.
- Service providers will have a deep understanding of the issues and challenges affecting children with BESD and have a clear, evidence-based approach to addressing and overcoming these.
- Service providers and internal staff will have a clear route forward to understanding roles and responsibilities.
- Our school behaviour policy will be amended to reflect improved behaviour management strategies.

In order to achieve the above outputs, the following inputs must be achieved:

- The commissioner must develop a brief/tender/commission designed to bring about these outputs and outcomes.
- The commissioner must attract the most appropriate service providers and have an effective process for engaging with the preferred provider.
- The commissioner will collate and provide all necessary information to the provider to ensure that they are equipped to deliver.

- Disciplinary records
- Classroom observation
- KS results
- Progression rates
- Peer observation
- Reduction in the cost of future support
- Classroom observation; pupil feedback; self-assessment
- Less intervention from specialist staff
- Attendance records
- Parental feedback
- Internal staff feedback
- External evaluation/ accreditation
- Evaluation of the quality of joint planning and workstreams
- The calibre of service provider
- Comparison of benchmarked service tender
- External quality assurance against existing standards/ checklists

Element	Source	Baseline	Target	Data Method	Frequency
Stage: Final outcomes					
The classroom behaviour of this cohort will significantly improve leading to fewer disruptive incidents for these pupils and	1. Disciplinary records	10 incidents recorded last term	50% reduction in disruptive incidents recorded next term	Existing dataset	Termly with interim check at half-term
their peers, in particular, during the last week of term.	2. Classroom observation	Frequent pre-emptive interventions to prevent incidents	50% reduction in interventions in the last week of term	Teacher and support staff feedback	Weekly
2. Identified cohort improves attainment based on prior assessments and results at KS1.	School/class Key Stage results/ assessments	55% L2@KS1	85% L2@KS1 in 2013	Existing dataset	Annual with data from FFT Live
	2. Progression rates			Existing dataset	Half-termly teacher assessment
3. The internal school workforce will have developed the ability and capacity to provide positive behaviour management strategies and support for children with BESD.	Observation by service provider	General understanding	Support staff to meet the requirements of the QTS behaviour management standards (Q10, Q31)	External performance assessment	Integrated into performance management objectives
	2. Reduction in cost of future support	Current annual fee	Annual fee less 25%	Via the contract	Contract reviewed annually

Element	Source	Baseline	Target	Data Method	Frequency
Stage: Interim outcomes					
1. Staff will be confident in their enhanced approach to addressing disruptive behaviour from children with BESD.	Teacher and support staff feedback	n/a	Full confidence/ no reservations	Staff survey	Two weeks after training programme then monthly
	2. Pupil feedback	n/a	Pupil satisfaction 90%+	Incorporated into pupil conversations	Weekly
2. Identified cohort will display an improved attitude towards attending school and	1. Attendance records	1.8% unauthorised absence in cohort	0.8% unauthorised absence in cohort	Existing dataset	Half-termly
greater confidence and enjoyment when participating in group exercises.	2. Parental feedback	Existing anecdotal feedback for cohort is broadly negative	Positive feedback from 75% of parents of cohort	Face-to-face discussions with classroom teacher	Fortnightly
3. Internal staff will have increasing understanding of specific issues affecting children with BESD and implement a range	1. Classroom observations	Service provider assessment	All trained staff to show significant improvement	Staff interview by service provider	Interim and final assessment each term
of positive and pre-emptive interventions.	2. Fewer interventions from specialist staff	Currently 100% of interventions by service provider when present	25% interventions by service provider	New process to record interventions	Weekly

Element	Source	Baseline	Target	Data Method	Frequency
Stage: Outputs					
High quality training and support from the SEN service provider.	Internal staff feedback	n/a	90%+ internal staff satisfaction	Feedback from participants	Immediately following training with interim feedback during the programme
	2. External evaluation/ accreditation	n/a	Full accreditation	Training observation	For each training session
2. Service providers will have a deep understanding of the issues and challenges affecting children with BESD and have	Procurement process assessment	n/a	Provider to meet 100% of bid assessment criteria	Existing procurement processes	At bid evaluation stage
a clear, evidence-based approach to identifying and overcoming these.	2. Head teacher assessment	n/a	Full satisfaction – any reservations addressed	Face-to-face meeting	At bid evaluation stage
3. Service providers and internal staff will have a clear route forward to understanding roles and responsibilities and the school behaviour policy will be	Evaluation of quality of joint planning and workstreams	n/a	100% staff confidence levels against final outcomes	Input at staff meetings and staff survey	At contract award, then as part of on- going planning review
reviewed to reflect this.	2. Head teacher assessment	n/a	Full satisfaction – any reservations addressed	Face-to-face meeting	At bid evaluation stage

Element	Source	Baseline	Target	Data Method	Frequency
Stage: Inputs					
The commissioner must develop a brief/ tender/commission designed to bring about the outputs and outcomes we have specified.	1. Internal QA process	Existing LA-wide compliance levels	Full compliance	Existing internal process	Prior to the invitation to tender
	2. Comparison with benchmarked service tender	n/a	Full compliance	Existing dataset	Prior to the invitation to tender
2. The commissioner must attract the most appropriate service providers and have an effective process for engaging with the preferred provider.	The calibre of service provider	n/a	Attracting interest from 75% of identified high-quality providers	Post invitation to tender comparison	Prior to award
	2. External quality assurance against existing standards/ checklists	n/a	Meets all requirements	Existing standards	Prior to award
3. The commissioner will collate and provide all necessary information to the provider to ensure that they are equipped	Schools' feedback on draft documentation	n/a	To accommodate all feedback	Internal commissioning process	Prior to the invitation to tender
to deliver.	2. Bidders' feedback	n/a	To accommodate all feedback	Internal commissioning process	Immediately following award

Scenario 2. The LA commissioning team uses the toolkit to commission autism support services on behalf of the Schools' Forum

Stage

Final outcomes

- What are the outcomes this will affect?
- What are we trying to accomplish for our service recipients?

Interim outcomes

- What will this change for participants?

Outputs

- What do we hope this will produce?

Inputs

– What do we plan to do?

Model elements

The Schools' Forum has identified a need for a more coherent and co-ordinated approach to the provision of services for autistic pupils across the authority. The following final outcomes must be realised over the next three years:

- The achievement results for autistic pupils in the authority are the highest in the country as measured against national performance targets for comparable authorities (statistic neighbours)
- There will be earlier, more accurate and comprehensive diagnosis of special needs associated with autism
- The authority (in collaboration with specialist providers) will have developed a centre of excellence for autism support, providing services to all schools in the borough (including academies and free schools).

In order to achieve the above, the following interim outcomes must be achieved:

- Autistic pupils enjoy attending school and participating in lessons, feeling challenged and supported.
- All schools have competent and confident autism support teachers and teaching assistants committed to supporting pupils to raise attainment.
- Through a collaborative development process, the authority becomes recognised by schools as offering the best, most competitive autism support package.

To achieve these interim outcomes, the local authority must commission to achieve the following outputs:

- The local authority and service providers must listen to the schools to understand the issues affecting autistic pupils and those professionals currently providing services to them.
- The authority must commission a high quality training, guidance and support package to schools, that is developed using the most powerful training techniques and the latest research into effective interventions for autistic pupils.
- This package must be developed in collaboration with local schools and effectively communicated across the authority to inform and influence schools' CPD strategies.

To bring about the above outputs, the LA must commission these services through the following inputs:

- The authority must engage all schools in the preparation of the commission to gain their commitment to the process.
- The local authority must create a commission that engages with the most authoritative providers available.
- The LA must develop a comprehensive marketing and communications plan for schools.

- GCSE and KS2 local authority average tables
- Diagnoses rates across secondary phase
- Procurement records from LA schools – financial performance of LA support service
- Attendance and disciplinary records
- Pupil and family feedback
- Schools' and service providers survey
- Comprehensive database of school/ service provider feedback against each diagnosis/statement
- Independent assessment of service quality by the National Autistic Society
- Level of engagement by school (no. of schools represented in communications, events)
- Internal procurement QA processes
- Level of engagement across LA

Element	Source	Baseline	Target	Data method	Frequency
Stage: Final outcomes					
1. The achievement results for autistic pupils in the authority are the highest in the country as measured against national performance targets for comparable authorities (statistic neighbours).	GCSE and KS2 local authority average tables	5th among statistical neighbours	1st	Existing dataset	Annually
	2. Absolute GCSE and KS2 results	60th among LAs	30th	Existing dataset	Annually
There will be earlier, more accurate and comprehensive diagnosis of special needs associated with autism.	Diagnosis rates of secondary age students	5% of all diagnoses at secondary age	0%	Existing dataset	Termly
	Diagnosis rates of primary age students	70% of diagnoses	30%	Existing dataset	Termly
3. The authority (in collaboration with specialist providers) will have developed a centre of excellence for autism support, providing services to all schools in the borough (including academies and free schools).	Procurement records from LA schools – financial performance of LA support service	Currently 35% of autism spend on support services	85%	Section 251 (formerly S52) returns	Annual figures
	2. School surveys	n/a	Preferred supplier in 80% of schools	Adjust existing data collection	Annual survey

Element	Source	Baseline	Target	Data method	Frequency		
Stage: Interim outcomes							
Autistic pupils enjoy attending school and participating in lessons, feeling challenged and supported.	Attendance and disciplinary records	Autistic pupils significantly higher than average	Comparable to all pupils	Existing dataset	Termly/half- termly by schools – annual by LA		
	2. Pupil and family feedback	On average, currently average	Higher satisfaction rates than all pupil average	Adjust existing data collection	Ad hoc – parents' evenings and teacher conversations collected termly by the LA		
2. All schools have competent and confident autism support teachers and teaching assistants committed to supporting pupils to raise attainment.	Teacher observation and PM processes	Variable across cohort	80% of observations good/outstanding	Existing PM framework	Annually		
	2. Staff survey	n/a	90% satisfaction	Redesign dataset	Annually		
3. Through a collaborative development process, the authority becomes recognised by schools as offering the best, most competitive autism support package.	Independent market analysis research	n/a – anecdotal evidence suggests low	90% positive response	Bespoke commissioned survey	Once – possibly repeat if effective – coordinated with existing research briefs		
	2. School feedback	n/a	90% positive	Redesign dataset	Annually		

Element	Source	Baseline	Target	Data method	Frequency
Stage: Outputs					
The local authority and service providers must listen to the schools to understand the issues affecting autistic pupils and those professionals currently providing services to them.	1. Comprehensive database of school/ service provider feedback against each diagnosis/ statement	Statements records held separately to School Action records	Fully integrated SEN database with appropriate accessibility and safeguards	Meets relevant IT standards	Immediately on completion with annual review
	2. Feedback from schools on database design and analysis	n/a	90% positive responses	Adjust existing school feedback mechanism	As above
2. The authority must commission a high quality training, guidance and support package to schools, that is developed using the most powerful training techniques and the latest research into effective interventions for autistic pupils.	Independent assessment by the NAS	n/a	Meet 100% of the NAS accreditation criteria	Independent commission	Every three years to retain accredited status with NAS
	2. Local expert group review	n/a	Agree standards to in reference terms	Recorded in QA process	Monthly update reports/meetings with group
3. This package must be developed in collaboration with local schools and effectively communicated across the authority to inform and influence schools' CPD strategies.	1. Commissioned market research into the LA's SEN brand	n/a	+ve comparative brand recognition	Independent commission	Annually
	2. Integration with communications planning across other LA services to schools	Low frequency of collaboration	Monthly update process agreed across units	Recorded in QA process	On commencement of contracts

Element	Source	Baseline	Target	Data method	Frequency		
Stage: Inputs							
The authority must engage all schools in the preparation of the commission to gain their commitment to the process.	Number of schools represented at launch event	Unrecorded but traditionally low engagement	100% schools respond. 80% attend	Attendance and communications records	At each event or blanket communiqué		
	2. Responses to consultation process	As above	All schools participate – 80% of schools respond positively	Existing dataset	Following consultation closing deadline		
2. The local authority must create a commission that engages with the most authoritative providers available.	Internal procurement QA processes	High quality but under-reviewed	Full review of providers	National database of service providers	Initial comprehensive review conducted annually		
	2. References from existing service clients	No references held or requested	Database of recent references for all	New dataset and quality criteria	As part of the 'framework' compliance process		
3. The LA must develop a comprehensive marketing and communications plan for schools.	External marketing agency commissioned	n/a	100% against contract SLAs	New contractual terms	Review process agreed with agency in contract		
	2. Innovative social media strategy	LA behind private sector providers in social media	LA to develop plan with above marketing agency	New contractual terms	Review process agreed with agency in contract		

Scenario 3. A mainstream primary school is commissioning services in support of a child (LP) with Down's syndrome

Stage

Final outcomes - What are the outcomes this will affect?

What are we trying to accomplish for our service recipients?

Interim outcomes

- What will
this change for
participants?

Outputs - What do we hope this will produce?

Inputs - What do we plan to do?

Model elements

The school SENCO is planning the provision of multiple SEN services to a pupil (LP) with Down's syndrome. The child's intended final outcomes are:

- LP will be working within National Curriculum levels by the time he leaves KS2
- LP will develop his fine and gross motor skills
- LP will have developed his speech and language skills sufficiently to be able to express reactions when faced with emotionally significant events

To achieve the above final outcomes, the services must bring about the following interim outcomes:

- LP will develop motor skills to comfortably write numbers. LP will display increased confidence when faced with maths problems
- LP will have increased confidence when participating in physically active tasks, and be sufficiently capable when undertaking written and ICT activities, involving fine motor skills
- LP will be able to participate in group and whole-class situations, be confident in inter-personal dialogue, and give clearer indications of his own reasoning and emotions.

To ensure that the above interim outcomes are achieved the SENCO must commission to achieve the following outputs:

- TAs and teachers will be trained and confident using a range of appropriate resources and teaching styles
- Well-trained and informed OT understands the specifics of LP's abilities and challenges. They deliver services adapted to LP's specific needs
- SALT to have sufficient understanding in order to deliver appropriate and focused programme to LP

For the SENCO to commission a range of support that delivers the above outputs, they must:

- Source appropriate training for TAs and teachers involved with this area of LP's learning
- Secure a high-quality occupational therapist, following a regulated programme, appropriate for child with Down's syndrome
- Employ an outstanding speech and language therapist, with specific experience of Down's syndrome.

- KS results; teacher assessments.
- Teacher assessment; parent feedback; Jump Ahead OT assessment.
- SALT assessment to show progress.
- Teacher assessment
- OT support assessment.
- Teacher observation; parental feedback; pupil questioning.
- TAs to feedback from training.
- Observations of OT and SALT sessions.
- Feedback from Ofsted regarding appropriate SEN provision.
- Internal QA process
- Quality data sharing with other local schools
- LA accreditation for local service providers

Element	Source	Baseline	Target	Data method	Frequency	
Stage: Final outcomes						
LP will be working within National Curriculum levels by the time he leaves KS2.	1. KS results	P-scale 7/6/6	Level 1C KS2 across the curriculum	Teacher assessment	Termly (half-termly reviews)	
	2. n/a	n/a	n/a	n/a	n/a	
2. LP will develop his fine and gross motor skills.	1. Parent feedback	"Messy eating!'	"Eating a bowl of soup"	Face to face conversations	Weekly (minimum)	
	2. Jump Ahead OT assessment	Average	Highest	One-to-one assessment	Weekly	
3. LP will have developed his speech and language skills sufficiently to be able to express reactions	1. SALT assessment	TROG 4y3m	TROG 5y 0m	SALT assessment (TROG)	Termly	
when faced with emotionally significant events.	2. Feedback from LP's friends and family	Use of happy/sad – basic emotion	YA Sensory Modulation standards	Parental assessment and OT analysis	Ongoing – feedback at termly TAC meetings	

Element	Source	Baseline	Target	Data method	Frequency
Stage: Interim outcomes					
LP will develop motor skills to comfortably write numbers. LP will display increased confidence when faced with maths problems.	1. Teacher assessment	P-scale 6	Level 1	Teacher assessment	Half-termly
	2. OT support assessment	Forms 0 – 9, apart from 5 and 8	Form digits 0-9 accurately and comfortably	SALT, teacher and parent assessment	Half termly
2. LP will have increased confidence when participating in physically active tasks, and be sufficiently capable when undertaking written and ICT activities, involving fine motor skills.	1. Teacher observation	Reluctant to participate in physical activity	Volunteers to take part in physical activity.	Teacher assessment Jump Ahead observations	Half-termly
	2. Pupil questioning	Initial questioning	Final questioning using same questions.	Teacher and pupil	Termly
3. LP will be able to participate in group and whole- class situations, be confident in inter-personal dialogue, and give clearer indications of his own reasoning and emotions.	1. Teacher observation	Current reluctance to participate and anxious when describing emotional events	Unprompted expressions of reasoning and positive responses to challenge	Behaviour record sheets	Half-termly
	Feedback from LP's friends and family	Low expectations	Surprised and positive response	Face-to-face conversations	Weekly

Element	Source	Baseline	Target	Data method	Frequency
Stage: Outputs					
TAs and teachers will be trained and confident using a range of appropriate resources and teaching styles.	1. TA and teacher feedback	Previous feedback participations and satisfaction levels	95% satisfaction with delivery of training	Happy sheets	Immediately following completion of training programme
	2. Teacher observations	Current TA approach is varied – not a KPI	TAs to include SEN support in PM policy	Updated dataset	Annual performance review
2. Well-trained and informed OT understands the specifics of LP's abilities and challenges. They deliver services adapted to LP's specific needs.	1. Observations of OT and SALT sessions.	Current observations not consistently associated with specific objectives	New observations process linked to defined outcomes and performance measures	New dataset to monitor observations and feedback	Half-termly
	2. HT review of session planning	Individual learning plan complete but inconsistent with activities	All activities and session planning to reference learning plan and outcomes	Updated existing dataset	Termly
3. Speech and language therapist to have sufficient understanding in order to deliver appropriate and focused programme to LP.	Feedback from Ofsted on SEN provision	Satisfactory grade two years ago	Outstanding at next inspection	External assessment	Next inspection and inspections thereafter
	2. HT review of session planning	Sessions not linked to defined outcomes	All activities linked to outcomes	Updated existing dataset	Termly

Element	Source	Baseline	Target	Data method	Frequency
Stage: Inputs					
Source appropriate training for teaching assistants and teachers involved with this area of LP's learning.	1. Internal QA process	Dataset of existing providers not updated	Review of approved external training providers	Existing dataset	Immediately, then annually
	2. LA accreditation for local service providers	Not cross- referenced with external suppliers	All suppliers to gain appropriate accreditation	Updated existing dataset	Dependent on length of accreditation – annual check of renewals
2. Secure a high-quality occupational therapist, following a regulated programme, appropriate for child with Down's syndrome.	LA accreditation for local service providers	Not cross- referenced with external suppliers	All suppliers to gain appropriate accreditation	Updated existing dataset	Dependent on length of accreditation – annual check of renewals
	Quality data sharing with other local schools	No formal feedback	Agree performance data sharing process with cluster	New dataset	Agree process now – then annual review
3. Employ a speech and language therapist, with specific experience of Down's syndrome.	LA accreditation for local service providers	Not cross- referenced with external suppliers	All suppliers to gain appropriate accreditation	Updated existing dataset	Dependent on length of accreditation – annual check of renewals
	Quality data sharing with other local schools	No formal feedback	Agree data sharing process with cluster	New dataset	Agree process now – then annual review

Annex 2 – Supporting templates

- 1. The overall model template
- 2. Final outcomes template
- 3. Interim outcomes template
- 4. Outputs template
- 5. Inputs template
- **6.** Evidence template

1. The overall model template

Stage	Model elements	Evidence sources
Final outcomes		
- What are the		
ultimate outcomes		
we hope to		
achieve?		
Interim outcomes		
- What will this		
change for service		
users?		
Outputs - What do		
we hope this will produce?		
produce:		
Inputs - What do		
we plan to do?		

2. Final outcomes template

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Stage	Model elements	Evidence sources
	model distriction	
Final outcomes -		e.g. Test scores, levels of achievement, sociability,
What are the ultimate	What are we trying to accomplish for our service recipients?	achievement, sociability,
outcomes we hope to		independence
outcomes we hope to achieve?		
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3. Interim outcomes template

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Stage	Model elements	Evidence sources
Interim outcomes -	What aspect of service recipient or providers'	e.g. Change in self-
What will this change	knowledge or skills, attitudes, or behaviour	change in levels of
for service users?		engagement, confidence,
	do we want to see change in a sustained way?	self-motivation
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4. Outputs template

Stage	Model elements	Evidence sources e.g. Which service providers
Outputs – What do we hope this will produce?	 How do we want people to engage in the service? What do we want recipients/providers to think about the project, initiative or service? 	participated; the quantity and quality of responses
produce.	What will our recipients/providers consider to be a high quality of service?	to the commission; clarity about outcomes

5. Inputs template

Stage Inputs – What do we plan to do?	 Model elements What do we plan to do (key features of the service and method of delivery)? How – and at whom – are we targeting the service? How much of the project, initiative or service do we aim to deliver? 	Evidence sources e.g. Number of interventions, contract design, commercial arrangements

6. Evidence template

Element	Source	Baseline	Target	Data method	Frequency		
Stage: Final outcomes							
Stage: Interim outcomes							

Source	Baseline	Target	Data method	Frequency				
Stage: Outputs								
			I					