



Trafford CYPS

Personalisation Policy



TRAFFORD
COUNCIL

Central Manchester University Hospitals
NHS Foundation Trust



Pennine Care
NHS Foundation Trust



Version Control

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References

Trafford Council Children In Need Policy; Trafford CYPS

Trafford Complex and Additional Needs Resource Panel Terms of Reference; Trafford CYPS

Document Reviewers

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Document Approvals

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1. Introduction - Outline of Process

- 1.1.1. Personal Budgets in Trafford Children and Young People's Services (Trafford CYPS) is a new approach to providing social care for disabled children and young people (CYP). It is about disabled children and young people having more choice and control over their lives through a fair and equal process. Instead of a package of care being organised by the local council, personalised support gives disabled CYP and their families' opportunities to identify their own needs and plan how to meet those needs using a Personal Budget.
- 1.1.2. In practice, this means that children and young people with disabilities, with support from their families, have access to a budget and can decide how it should be spent in order to meet their needs. This makes social care more personalised and allows families more choice and control over the social care they receive.
- 1.1.3. Part III of the Children Act 1989 ("the 1989 Act"), sets out local authorities' duties to provide support services for children in need and their families. Section 17 of the Act provides a definition of children in need which includes disabled children and sets out the duty local authorities have with regard to such children. The Framework for the Assessment of Children in Need and their Families (2000) is guidance to local authority social services departments and other agencies on the assessment of children in need under the Children Act 1989.
- 1.1.4. The introduction of the power to make direct payments in lieu of providing services to families with disabled children; disabled parents; and to disabled 16 and 17 year olds was achieved through amendment to the 1989 Act; a new section 17A was inserted by the Carers and Disabled Children Act 2000. However, local authorities retain a legal duty regarding assessment and service provision and the requirement to meet eligible assessed needs.
- 1.1.5. Via personalisation, eligible assessed needs will be met by the provision of a personal budget (refer to appendix 5 and 6 for personal budget agreement and guide). The amount allocated for a personal budget will be assessed in part by the use of an assessment questionnaire conducted by the social worker/lead professional. For new referrals to the Complex and Additional Needs (CAN) service, a social worker will work with the child/ young person and their parents/ carers to carry out the necessary assessments. If the child/ young person is found to be in need of targeted/ specialist support and also meet the eligibility criteria for access to short breaks, a social worker will undertake an assessment questionnaire with the child/ young person and their family. The CAN service will then use the policy and the associated resource allocation system (RAS) to allocate a personal budget to the child/ young person.
- 1.1.6. For those children and young people who are already in receipt of services from CAN, a RAS will be completed and a personal budget offered. Transitional arrangements will be put in place to ensure these children and young people are supported during the transition to personal budgets. Individual transition arrangements will be based on the difference between the cost of pre-existing provision and the personal budget offered. Depending on

the level of impact, families will have a transitional period, providing a safety net that will be phased out over a period of up to two years. These arrangements will allow families to gradually adjust to their new resource allocation (see appendix 1 for process.)

1.1.7. It is recognised that there are exceptional cases, for example if a child or young person requires full time care, and personalisation will not be appropriate for those families. Such exceptional cases will be managed on a case by case basis outside of the personalisation model.

1.1.8. Prior to the approval of this policy by Trafford Council, and in compliance with section 149 Equality Act 2010, a full evidence based assessment of its impact upon service users was completed and has been taken into account in devising Trafford’s personalisation model.

2. Types of Personal Budget

2.1.1. Different support will be available to children, young people and their families depending on the type of personal budget they are entitled to. If eligible, children and young people may be entitled to a fixed offer or a personal budget depending on their age and level of need assessed via the assessment questionnaire:

RAS Score	Personal Budget Officer
Less than 100	No offer of a personal budget – may be eligible for support from other services
100 to 149	Fixed financial offer based on age band with a Budget Holding Lead Case Coordinator
150 to 324	Individualised personal budget offer based on age band and RAS score with broker support

2.2. ***Non-Broker-Supported (Budget Holding Lead Case Coordinator)***

2.2.1. Children, young people and families entitled to a fixed offer will be supported by a budget holding lead case coordinator to ensure their budget is used in the most appropriate way to improve the individual outcomes for the CYP.

2.3. ***Broker-Supported***

2.3.1. Where a child/ young person’s level of need is such that they are entitled to a personal budget, a support broker will work with the family to develop a care support plan outlining how the budget will be utilised and how this will contribute to achieving the required outcomes described by the professional assessment.

3. Eligibility

3.1.1. In order to assess eligibility for a personal budget , Trafford CYPS has adopted the eligibility criteria for access to short breaks as set out in its existing policy

- 3.1.2. The CYPS Complex and Additional Needs Service Short Breaks Eligibility Criteria states that a child or young person could be eligible if they are aged 0-18 and their daily lives are profoundly and substantially affected by one or more of the following:
- A hearing impairment
 - A visual impairment
 - A severe learning disability (a significantly reduced ability to understand new or complex information, to learn new skills (impaired intelligence) with a significantly reduced ability to cope independently (impaired social functioning) with a lasting effect on development).
 - A physical disability (complex and or multiple physical disabilities, with a substantial impairment).
 - A chronic/ life threatening physical illness
- 3.1.3. Substantial impairment is defined as lasting more than 6 months - permanent.
- 3.1.4. Children with disabilities who are profoundly affected as described in 3.1.2 are entitled to a professional assessment of their needs.
- 3.1.5. Children and young people may be additionally disabled because of other factors such as their environment, other people's attitudes, financial limitations and social exclusion but these factors alone are not criteria for assessment under the eligibility criteria policy.
- 3.1.6. Services for children with disabilities with less complex needs may be accessed from universal services or from community based organisations, either directly or through the process initiated by the Common Assessment Framework, or following an initial social care assessment.
- 3.1.7. Specialist short break services in Trafford will be provided for:
- Children and young people with multiple and severe disability (not learning difficulty)
 - Children and young people with a life-limiting illness
 - Children and young people with a complex physical disability
- 3.1.8. There are some factors that are recognised as placing additional stresses on families, and it is expected that, for provision to be appropriate, some or all of the following factors would be present in the family requesting a service:
- Family breakdown, either imminent or likely in the future, which is due to additional stresses caused by bringing up a child with a disability, which would be eased by the provision of short breaks

- Severe challenging behaviour from the child with a disability beyond that which it would be reasonable to expect from a young person of that age
- Complex medical needs requiring a significant level of care beyond that which it would be reasonable to expect from a young person of that age.
- Single carer, particularly if there are other children in the household Poverty, poor or inadequate housing and/or neighbourhood difficulties
- No or limited extended family network
- Social exclusion because of the young person's ability to have a new experience and/or to have acquaintances outside the professional arena is limited
- Opportunities for a young person to gain skills and experience to support independence appropriate to their ability are not available.
- Discrimination due to disability
- More than one child or young person in the same family/ household with a disability

4. Assessment Resource Allocation System (RAS)

4.1.1. The resource allocation system is a mechanism used by social workers/professionals for establishing an appropriate personal budget for a child and their family.

4.1.2. The resource allocation system has two specific elements:

- A questionnaire which quantifies the needs of the child/ young person
- The resource allocation model which converts the results of the RAS into a financial allocation which is the basis of the personal budget.

4.2. RAS Assessment Questionnaire (RAS AQ)

4.2.1. The RAS AQ is an additional tool that works within the statutory Framework for the Assessment of Children. It does not seek to replace the professional analysis and judgement regarding the child and family circumstances. It seeks to provide a financial framework that is expected, in most cases, to be appropriate to meet the child's identified needs.

4.2.2. Trafford CYPS have chosen to use Resource Allocation System 5 (RAS 5), a nationally recognised RAS developed by the Charity *In-Control*. RAS 5 includes an assessment questionnaire that families will complete with their social worker/professional. The questionnaire is based around the Every Child Matters outcome framework to ensure it looks at all aspects the child's development. Based on the information in the assessment questionnaire, the resource allocation system will then determine a personal budget amount/value.

4.3. Completing the RAS

- 4.3.1. Details of the statutory assessment process used within the CAN Social Care team can be found on the Greater Manchester Regional Children's Services Procedures Manual website (www.trixonline.co.uk/website/north_west.html)
- 4.3.2. Once it has been determined that a child meets the Eligibility Criteria for access to short breaks then a RAS can be undertaken. Professional judgement should be used to determine where within the assessment process the RAS is undertaken with the family but it is expected that the RAS is best completed once a relationship with the family has been initiated and the assessing social worker/ professional has knowledge of the child. This would normally be part of the Core Assessment and the questions asked within the RAS are similar to those that would be asked when completing the Child domain of the assessment triangle.
- 4.3.3. In exceptional circumstances such as in an emergency it may be necessary to undertake a RAS earlier in the assessment to ensure rapid response to crisis.
- 4.3.4. In some circumstances the social worker may judge that a RAS is best completed as part of a multi-agency response. Where this is the case a RAS could be completed during a Child in Need meeting.
- 4.3.5. In all cases best practice indicates that a RAS is completed with the family.
- 4.3.6. The Core Assessment is the tool for determining the needs of the child and outcomes to be achieved and remains the key document in assessing the needs of the child. The analysis contained within the Core Assessment should then be used to devise outcomes for the child. These outcomes should be Specific, Measureable, Achievable, Realistic, and Timely (SMART) and will be used to measure the appropriateness of the support package.
- 4.3.7. The RAS provides the financial framework that should, in most cases, be appropriate to achieve those outcomes. The RAS score is applied to a cost matrix that will determine the funds available as a personal budget.
- 4.3.8. If the RAS score is below 100 points then no personal budget will be awarded and family is to be directed to universal services.
- 4.3.9. If the RAS score is less than 150 points, the budget holding case co-ordinator remains the social worker and they are responsible for undertaking support planning with the child and family.
- 4.3.10. If the RAS score is 150 points or over then brokerage support is offered to the family.
- 4.3.11. If a Child or young has a RAS score that is within 5 points of a band boundary threshold (e.g. a RAS score of 147 is within 5 points of the beginning of the next band at 150 points) the discretion of the CAN resource panel will be applied and consideration will be given to the professionals' assessment of individual's need.

4.4. Moderation of RAS Assessments

- 4.4.1. All cases subject to a RAS assessment will be peer reviewed within the CAN Social Care team (prior to the panel process) to ensure consistency, equity and transparency in the decision making process. Information from statutory initial and core social care assessment processes will be considered during the peer review process to ensure the professional assessment and supporting opinion has been fully considered as part of the resource allocation process and that resources are aligned to needs and outcomes.

4.5. Financial calculations

- 4.5.1. The financial allocation generated from the RAS score is split into four age bands (under 5; 5 to 9 years; 10 to 13 years and 14 to 18 years), which are weighted with an increased financial allocation at the older age range to take account of older children's requirements for development of socialisation and life skills. The model also takes into consideration levels of need and therefore establishes thresholds at the lower levels of need and places a higher weighting on support for Children and Young People with the most complex needs.
- 4.5.2. The budget holding lead professional will be the social worker if the case remains managed at the upper level 3 Child in Need. If the case is de-escalated to CAF level then the budget holding lead professional would be the identified CAN case co-ordinator. The CAN Operational Manager (Social Care) has the authority to agree care support plans within the fixed offer and will direct an outcomes based approach to meeting identified need.

4.6. When the social worker acts as the Budget Holding Case Coordinator

- 4.6.1. Where the RAS score is between 100 and 149 social workers have responsibility for writing the support plan and brokering services for the child and family. The plan needs to clearly demonstrate how the outcomes identified in the assessment will be met. The support plan would be agreed by the CAN Operational Manager (Social Care) and would be reviewed by the social worker or CAN case co-ordinator. Threshold criteria for children in need should be applied and non-complex cases de-escalated to CAF following the first review of the support plan at six weeks.

4.7. When the broker acts as the Budget Holding Lead Professional

- 4.7.1. When a RAS score is 150 and above then brokerage support should be offered to the family. The broker will seek to meet the identified outcomes within the agreed Personal Budget. The support plan is then agreed at The Complex and Additional Needs Resource Panel. The broker is responsible for supporting the family in implementing the support plan. The support plan should be reviewed against the identified outcomes. For those children managed at upper level 3 then the review is held by the social worker as part of the Child in Need reviewing process.

5. Support Planning

5.1. Role of Broker

- 5.1.1. The brokerage service will work to establish packages of support for children and young people following an assessment of need and identification of outcomes. The service will

work with and on behalf of identified children, young people and their families to determine creative and efficient ways of improving outcomes for families in need.

- 5.1.2. Brokers will write care plans with the families which are centred on the outcomes identified by the child or young person, family and social worker through the core assessment and which is person centred. Once a resource allocation has been agreed the broker will work with the child /young person and their family, along with service providers and commissioners, to determine the best package of care available for that family.
- 5.1.3. A broker's primary purpose will be to write, cost and develop person-centred plans for children, young people and their families and to broker an agreement between the family and the local providers. This support plan is measured against the outcomes identified by the social worker. The broker will remain involved with the case up until the six week review to deal with minor changes to the plan.
- 5.1.4. If the care support plan contains a request for residential short breaks then the professional and the family must provide evidence of why home based overnight support is not appropriate.

5.2. *Review of support plan*

- 5.2.1. The support plan should be reviewed as part of the Child in Need plan and review process. The frequency of review is a professional judgement based on the needs of the child and family. It is expected however that an initial review of the support plan should take place no more than six weeks after its agreement at the CAN Resource Panel. Subsequent review should take place no more than six months later as per Child in Need reviewing procedure.
- 5.2.2. For a case managed at a CAF level the support plan may be reviewed annually or more frequently as is necessary. .
- 5.2.3. Any changes to the care support plan after the 6 week review period will be authorised by the CAN Operational manager if the requested change accounts for less than 30% of the total package value. Approval for changes to the care support plan accounting for more than 30% of the total package value will be considered by the CAN resource panel.

6. Approval of Support Plan

6.1. *Professional Assurance*

- 6.1.1. Prior to its presentation at The CAN Resource Panel the Support plan will be subject to quality assurance by the CAN Operational Manager (Social Care) at a pre-panel review. This will ensure the outcomes, support plan and RAS score are all consistent with meeting the needs of the CYP and the work is completed to a suitable professional standard.

6.2. *Exceptional circumstances*

- 6.2.1. There may be circumstances that raise concerns over parental capacity and a parents ability to meet their own needs and those of their child. This may be identified within the

Core Assessment or as part of the on-going Child in Need plan review. Threshold criteria for upper level 3 Child in Need and Level 4 Child Protection processes apply as set out in the TSCB Child in Need Policy and the Child Protection Policy and it is important that due consideration is given as to the appropriate level of support provided to a family.

- 6.2.2. In some circumstances, parenting may be assessed as so impaired that the family requires additional support separate from the personal budget identified for the child. Such circumstances may include crisis within the family unit, parents whose capacity is impaired by drugs/mental health or alcohol misuse, parents who have a learning disability, physical health needs or are lacking resilience to their circumstances.
- 6.2.3. In such circumstances a Core Assessment will aim to identify the additional needs and required outcomes that would return parental capacity to a good enough status. The assessing professional will in these circumstances advise the CAN resource panel regarding how these specific additional needs may be met for example, by access to a parenting course, and/or access to benefits advice, etc.
- 6.2.4. Such requests should be made to The CAN resource panel and if granted, may be subject to review and time limited.
- 6.2.5. For children and young people who are 'Looked after' the social care proportion of the full residential provision (14 weeks per year) will be considered and authorised if appropriate by the CAN Resource panel.

6.3. *Approval of Support Plan via the CAN Resource Panel*

- 6.3.1. Once a family in which a child or young person is eligible for a personal budget has completed its care support plan this will need to be brought to the Complex and Additional Needs Resource Panel for approval.
- 6.3.2. The role of the Complex Additional Needs (CAN) Resource Panel is to provide an equitable approach to the allocation of resources to meet the needs of children and their families.
- 6.3.3. The Panel is a multi-agency decision making body,(consisting of representatives from Adult and Children's social care, Health Education and a representative from the voluntary sector) . The Panel's decisions will be informed by a professional assessment and presentation of issues considering the whole support package recommended to be given to a family.
- 6.3.4. The Panel will allocate resources on an individual basis, using the evidence presented , to achieve the outcomes set out in the care plan. The resources for allocation may include finance (i.e. direct payment), internal targeted services, commissioned services and any appropriate universal services.
- 6.3.5. Allocation of resources will be age appropriate and based on Trafford's published eligibility criteria.
- 6.3.6. The Panel will specifically perform the following functions around personalisation:

- Ensure transparent, equitable and consistent decision making in relation to the allocation of resources based on the Trafford Short Break Eligibility Criteria (See section 3). Use of the Resource Allocation System (RAS) assessment score will support this process.
- Consider, and, where appropriate, approve, support plans developed by brokers in conjunction with families and professionals as part of a personalised model of support.
- Consider any requests for flexibility in the use of resources in the context of identified need to enable innovative approaches.

6.3.7. The CAN Resource Panel meets fortnightly and is made up of representatives from the following areas:

- Commissioning
- CAN Social Care
- CAN Health
- Special Educational Needs Manager
- Children's Centres
- Business Support CAN
- Adult Social Care
- Home from Home Representative
- Personal Budget Manager

6.3.8. From the time of a young person's 16th Birthday, decisions regarding short break social care provision shall, in all cases be made in collaboration with adult social care.

6.3.9. For more details see the CAN Panel Terms of Reference in Appendix 3

7. Parent/Carer Opt Out of Personal Budget Process

7.1.1. In all cases Trafford must meet the assessed needs of the child or young person, this does however not mean that Trafford have to meet the assessed needs of the child in a specific way or via a specific provision (for example in private provision). Where parents opt out of personalisation the process is as follows:

7.1.2. The social work core assessment will be reviewed in partnership with the family (by the social worker) and will identify the assessed needs of the child or young person

7.1.3. The social worker completes the resource allocation system process (with the child and family) to identify the personal budget.

- 7.1.4. The support broker (McIntyre) will develop a care support plan with the family (within the personal budget) that is aligned to the assessed needs of the child and clearly defines the outcomes that will be achieved by the child with the support suggested in the plan.
- 7.1.5. The care support plan will be presented at the Complex and Additional Needs Resource panel by the social worker so that consideration can be given and a decision reached about whether the assessed needs of the child can be met within in the personal budget offered via the personalisation process.
- 7.1.6. This process will be implemented in partnership with the child/ young person and their family. Where parents choose to not participate in this process the social worker/ broker will take this process forward on the parents' behalf.

8. Local Authority's Safeguarding Requirements

- 8.1.1. The Local Authority's responsibilities to safeguard children and young people are set out in the following legislation.

8.1.2. Children Acts

- 8.1.3. **The Children Act 1989** places a duty on local authorities to promote and safeguard the welfare of children in need in their area.
- 8.1.4. **The Children Act 2004, section 53** outlines local authorities' duty to ascertain and have due regard to the wishes and feelings of children when providing services.
- 8.1.5. **The Children Act 2004 (sections 10-12)** requires each local authority to make arrangements to promote co-operation between the authority, each of the authority's relevant partners and such other persons or bodies working with children in the local authority's area as the authority considers appropriate; and that a range of organisations also ensure that safeguarding functions are discharged.
- 8.1.6. Section 12 enables the Secretary of State to require local authorities to establish and operate databases relating to the section 10 or section 11 duties (above) or the section 175 duty (below), or to establish and operate databases nationally.
- 8.1.7. Section 12A was inserted by section 194 of the Apprenticeships, Skills Children and Learning Act 2009 and requires the co-operation arrangements made under section 10 to include the establishment of a Children's Trust Board.
- 8.1.8. Section 13 requires each children's services authority to establish a Local Safeguarding Children Board (LSCB). It also requires a range of organisations to take part in LSCBs.
- 8.1.9. **Education Acts**
- 8.1.10. **The Education Act 2002 section 175** puts a duty on local education authorities, maintained (state) schools and further education institutions, including sixth-form colleges, to exercise their functions with a view to safeguarding and promoting the welfare of children– children who are pupils and students under 18 years of age in the case of schools and colleges.

8.1.11. **Section 322 of the Education Act 1996** places a duty on social services to assist the local education authority where any child has special educational needs.

8.1.12. Homelessness Act 2002

8.1.13. Under section 12, housing authorities are required to refer to adult social care services homeless persons with dependent children who are ineligible for homelessness assistance, or are intentionally homeless, as long as the person consents. If social services decide the child's needs would be best met by helping the family to obtain accommodation, the housing authority must give reasonable advice and assistance.

8.2. *The Impact of Personalisation upon the statutory Framework for Safeguarding Children*

8.2.1. The Local Authority's current statutory safeguarding responsibilities to children are unaffected by the implementation of a personalisation policy.

8.2.2. In terms of parental procurement of direct services, a parent of a service user can accept aspects of the care plan for their children and the risks involved as long as he/she understands the risk. The Local Authority will have a common law duty to educate service users about risk where applicable.

8.2.3. Commissioning public bodies continue to have a responsibility to monitor risk under both statutory and common law.

8.2.4. Service providers should work with their commissioners to use multi-agency procedures when concerns arise regarding safeguarding of vulnerable people or children.

8.2.5. Although Government policy encourages commissioners to pursue the personalisation agenda, and service users can rely upon legislation requiring public bodies to undertake assessments that are person-centred, there is no automatic legal right to personalisation. In social care, this will mean that the Local Authority will have an obligation to consider whether direct payments are appropriate in every case in which a service user requests or is put forward for an assessment. In cases where there are safeguarding issues identified in relation to parental procurement of direct services, however, the need to safeguard the child will take priority in any decisions made in relation to service provision.

9. Procurement of Services

9.1. *Choosing providers*

9.1.1. In order to ensure that families have access to good quality provision Trafford CYPS has have established frameworks for services delivering Early Intervention and Complex and Additional Needs interventions.

9.1.2. These frameworks are made up of over 30 providers who have already gone through a robust process which has assessed a number of areas such as insurance, staffing, safeguarding. This means that framework providers are able to provide safe and high quality services for children and young people.

- 9.1.3. Trafford's children's services have a legal requirement to offer any funding opportunities relating to delivering early intervention and CAN services to the framework's approved providers. Although young people, parents and brokers do not have this same legal requirement to purchase from these organisations, CYPS will still encourage those developing support plans to use the framework providers due to the quality assurance it offers and the reduction in the risk that children and young people face by funding providers from unknown sources.
- 9.1.4. Trafford's local offer describes the range of services available for children and young people which includes the quality kite mark. Further details can be found at
- 9.1.5. See Appendix 4 for the list of the framework providers.

9.2. Procurement of Equipment

- 9.2.1. The purchase of goods or services, including equipment from Council contracts should follow the guidance set out in the Council's Contract Procedure Rules (CPR) which provide the framework rules for the Council. Following these will ensure best value for money, propriety and the proper spending of public money.

9.2.2. ICT Equipment

- 9.2.3. ICT equipment can be purchased by following the Council's CPR's. Please note that while goods can be purchased using the above process these will not be supported by the Council's ICT Department. It is the responsibility of the individual to clarify this at the point of purchase.

9.2.4. Specialist Equipment

- 9.2.5. Specialist equipment can be purchased by following the Council's CPR's. It is anticipated that this equipment would be portable and would therefore move around with the Child or Young person to meet their specific needs.

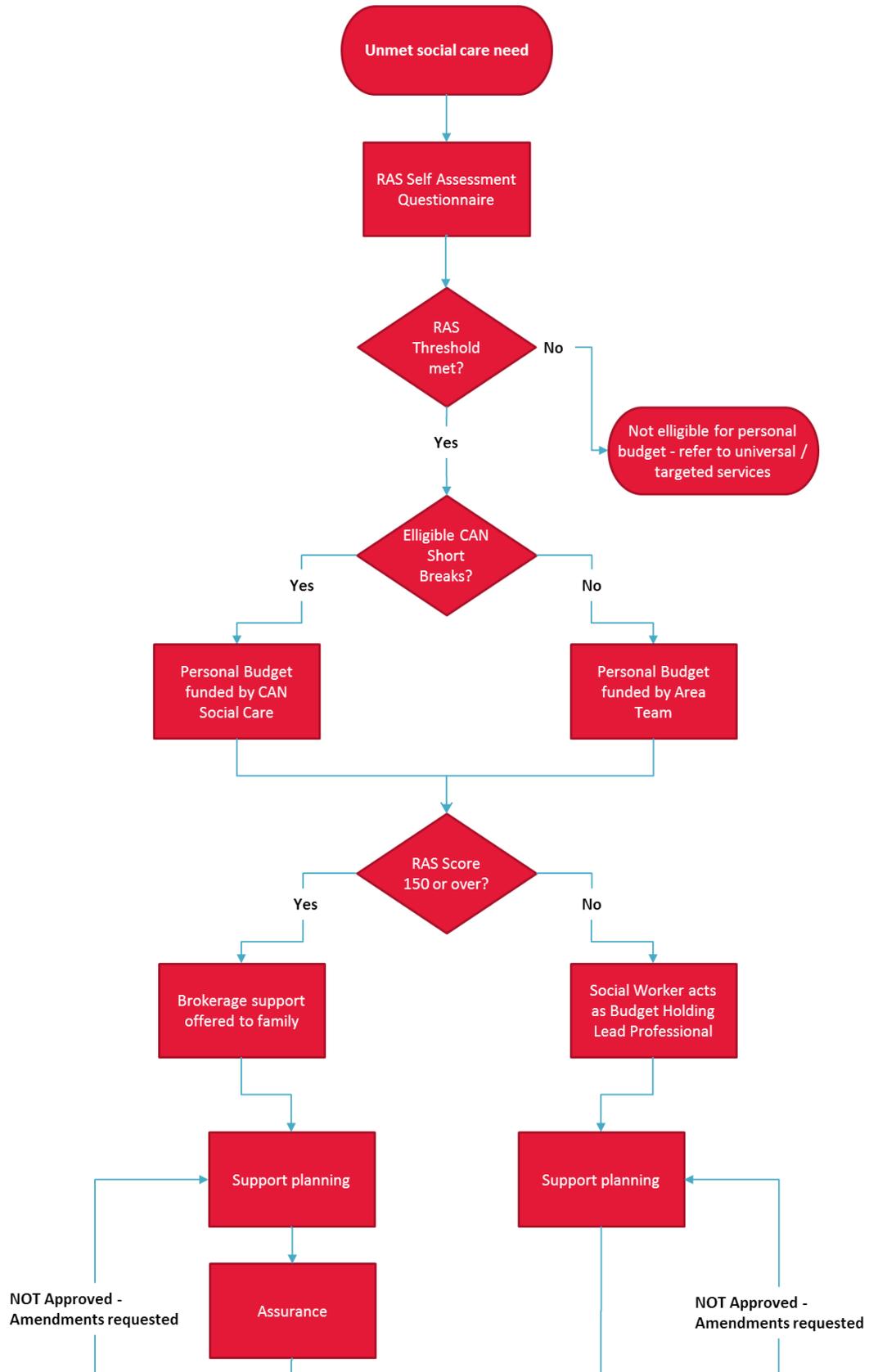
9.2.6. Insurance

- 9.2.7. The Council does not insure items that can be removed from Council premises. It is the responsibility of the individual e.g. employees or members of the public to ensure that insurance is purchased at the point of sale or covered by some other appropriate insurance.

9.2.8. Maintenance

- 9.2.9. The Council does not supply maintenance agreements for equipment to individuals, e.g. employees or members of the public. If an item is purchased then it would be the responsibility of the individual to ensure maintenance was purchased at the point of sale.

10. Appendix 1 – Flow Diagram of Personalisation Process



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