

## **Commissioning and Decommissioning in York: 2014-2016** **'Focussing on our priorities and things we know make a difference'**

This strategic brief sets out the devolved commissioning approach within the Yor-OK community including examples of commissioning being used to improve outcomes.

**Summary** Overall commissioning in York is:

- Devolved
- Producing results for children and families
- Producing more effective use of resources

There are ongoing challenges to be faced:

- Redeveloping partnership arrangements given structural changes;
- Commissioners needs assessment more sensitive to assessed needs 'CAF to Commissioning'
- Further developing co-production including:
  - Personal Budgets
  - Young peoples and families and communities involvement in commissioning

**Context:** The key to commissioning is to:

- work in partnership;
- Be clear about evidenced priorities
- Concentrate on best outcomes for children and families.

Importantly commissioning is not just about money and budgets – it is about using the available resources as efficiently and effectively as possible.

The City of York has a long history of strategic planning to improve outcomes for the children and young people of the city. It was a pathfinder Children's Trust and in advance of statutory requirements it developed its own Children and Young People's Plan. York had one because partners agreed a plan would be strategically useful. Plans have been based on evidence, data, analysis and consultation which concisely describe where improvements are needed and how they can be implemented.

The plans challenge but also celebrate achievements giving a clear, ambitious vision for the future. The city has now seen plans covering 2005-8, 2007-10, 2009-12 and now 2013-16 (see [www.yor-ok.org.uk](http://www.yor-ok.org.uk)). This is the cornerstone in the process of commissioning services.

Responsibility for producing the plan sits with the YorOK Board (ie, the Children's Trust) and the Board is also responsible for monitoring progress against the plan's priorities. The Board also receives regular Reviews of the Plan and action plan which are again published on the YorOK website.

### **Strategic Partnership – Planning Bookcase:**

Engagement with the new GP Commissioning Group is excellent. The attached shows our current thinking on commissioning frameworks in the new world with the relationship between the new Health and Wellbeing Board, YorOK, York Education Partnership and safeguarding board included. The new Children and Young People Plan will be able to respond to the expectation of both the YorOK and the Health and

Wellbeing Board. We are as a result confident that these arrangements will build on rather than deflect from the progress described above.

### **Commissioning Responsibility: The Devolved Approach**

Commissioning decisions within City of York are not made by the Yor-OK Board '*It does not have any formal responsibility for budgetary decisions; however such decisions may be delegated to it by the Health and Wellbeing Board, or by one or more of the partner organisations represented on the Board. YorOK Board Constitution and Terms of Reference: Amended January 2013*

Responsibility is devolved to the specialist agencies and practitioners. Commissioning is led by those agencies which have principle responsibility and budget for delivery of the relevant key outcome for children and young people. Agencies undertake their commissioning with partners through the planning bookcase approach. This is the network of partnership groups concentrating on specific issues which report to the Yor-OK Board. see annex.

In this way commissioning can be implemented:

- Through aligning or re-aligning resources to support the identified outcome;
- At the most appropriate level – often by front-line managers
- Without need for time-consuming pooling agreements

### **Identifying Need:**

Outcomes for partnership decision-making will be identified through a thorough needs analysis. An analysis will look at the current outcomes for the group of young people and the background factors which have contributed to the the current situation. Important in identifying needs will be the Joint Strategic Needs Assessment plus other local needs assessments. A full range of resources can be found at

**Commissioning process:** A diagrammatical representation is included in Annex. There are a number of ways of describing the commissioning process, but they all share the same basic characteristics of effective commissioning. The basic stages in the commissioning process can be summarised as:

- Understand;
- Plan;
- Do;
- Review.

**Commissioning Principles:** The following principles should be kept in mind at all times in the commissioning process.

1. Put the needs of CYP and families first and foremost.
2. Ensure that we involve children, young people, families and communities in the design and delivery of the services they receive.
3. Work in partnership to maximise effectiveness and reduce barriers to services.
4. Provide preventative services at the earliest appropriate moment.
5. Provide timely information to providers and work constructively with them.
6. Ensure that people have the right skills to do the work.
7. Use an open process which ensures that all commissioning decisions will be transparent, fair and lawful.

8. Ensure that commissioned services build sustainable structures for the future.
9. All commissioned services must result in measurable improvements in the outcomes for children, young people, including York's most vulnerable communities, families and individuals.

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### **Commissioning Examples:**

There have also been specific commissioning and decommissioning decisions made by the partnership to enhance our collective impact. The rest of this briefing summarises some of these examples.

**Commissioning services for those with severe learning difficulties and challenging behaviour:** Attached are details of the FIRST service which provides intensive one to one support for families. Families who have reached the stage where they feel the only option is out of authority placements/care. This would include support in unsociable hours to help develop good bedtime routines, model responses to behaviour at the weekends and form a strong partnership with parents that would change behaviour.

**Outcomes:** Satisfaction is high; evidence of considerable cost savings c£600, 000. No disabled children have required an out of area assessment or placement since the introduction of FIRST, despite this being considered by families and professionals for 8 children.



commissioning  
new services FIR...



FIRST 10 month  
update.doc

**Family Intervention Programme in York:** attached are details of the local 'Trouble Families' initiative. This has been built on our locally resourced Family Intervention Project known as Catalyst. It responds to our strategic challenge of supporting families intensely within the community particularly the most challenging families and those on the edge of care. It models working intensively on a whole family basis.

### **Commissioning for Looked after Children – making the most of resources**

#### **2 Year Old Entitlement:**

From September 2013 the government introduced a new targeted entitlement for two year olds to access early education. The government estimated for York that phase one (September 2013) would include 300 eligible two year olds and in the second phase (September 2014) a total of 700. During the first term of delivery 100% of eligible two year olds were identified using a data sources provided by the DfE and

targeting marketing to encourage eligible parents to apply. A small number of two year olds were also approved under a discretionary places policy.

Early Education places for all of these children have been made available with local playgroups, day nurseries and childminders from the PVI sector. Those families who need additional support have been identified through the sharing of local data such as Children's Centre registrations and the Troubled Families Programme.

**Outcomes:** There is much published and peer reviewed evidence for the benefits of early childcare. The cross partnership approach has meant take-up has been focussed towards those with greatest need and will maximise benefit.



Annual Report 2  
year olds 201...

**Early Intervention Fund:** The city has protected as far as possible our early intervention funding to ensure that commissioning of early intervention services was undertaken in a comprehensive, evidence-based way. The attachment evidences the impact funded projects had against outcomes.

Importantly this is an example of co-production. The cities funds are augmented by funds from a variety of sources. This has seen a shift from funding totally provided by the city to a partnership with the voluntary sector.

**Outcomes:** Significant attraction of funds into the city. Support focussed on vulnerable children (young carers, 'refugees', disabled, where domestic violence) with significant measurable positive outcomes.

### **Commissioning support in Schools**

**Nurture Groups:** The city first commissioned Nurture groups in schools through the Childrens Fund in 2002. The approach has now been mainstreamed and continues in 2 schools. Both schools are in areas of considerable deprivation.

**Outcomes:** The recent Nurture Group review has provided robust evidence of the positive effect of the nurturing approach on pupils' attainment and social and emotional development.



Nurture Group  
Review Jan 2014....



York Nurture  
provision amended..

**ELSA's (Emotional Literacy Support Assistants) :** This is another example of initiatives developed through central government funding being mainstreamed in city

provision. The work is aimed at increasing pupils' self esteem and self confidence and improving staff awareness of where to get help.

**Outcomes:** The work has been positively evaluated from both the child and the parent perspective: work of this nature prevents a child and family detaching from mainstream provision and ending up in edge of care/safeguarding situations. This carries on the work which was well regarded in previous inspection - *The 'Targeted, Adolescent and Mental Health' (TaMHS) support programme is a real asset in developing pupils' social and emotional skills, consequently enabling them to be successful learners.'*



Mainstreaming

York TaMHS Jan 2...



Governors

Dispatch article Jun..

**Teenage Pregnancy:** Continuing the downward trend in teenage pregnancy.



Teenage

pregnancy Commissioning

**Provision to address NEET and deliver RPA::** The council has linked statutory duties to secure sufficient, appropriate education and training provision for all 16-18 year olds and to encourage full participation of 16 and 17 year olds (under Raising of the Participation Age). The duty to secure provision is, of course, not a pure commissioning function because the Education Funding Agency delivers funding direct to providers. For the most part, the Local Authority strategically influences the providers to meet the needs of all young people.

The attached demonstrates impressive success.

- Latest DfE participation data (June 2013) shows the percentage of 16 and 17 year olds in participation to be 1.6% higher than a year previously and 2.0% higher than both the regional and national averages.
- For learners with Learning Difficulties and Disabilities (LLDD) the LA have reduced the number of 16-25 year olds for whom we commission places outside York from 26 (2010/11) to 12 (2013/14) against a rising cohort of these learners.



B Flanagan

commissioning update

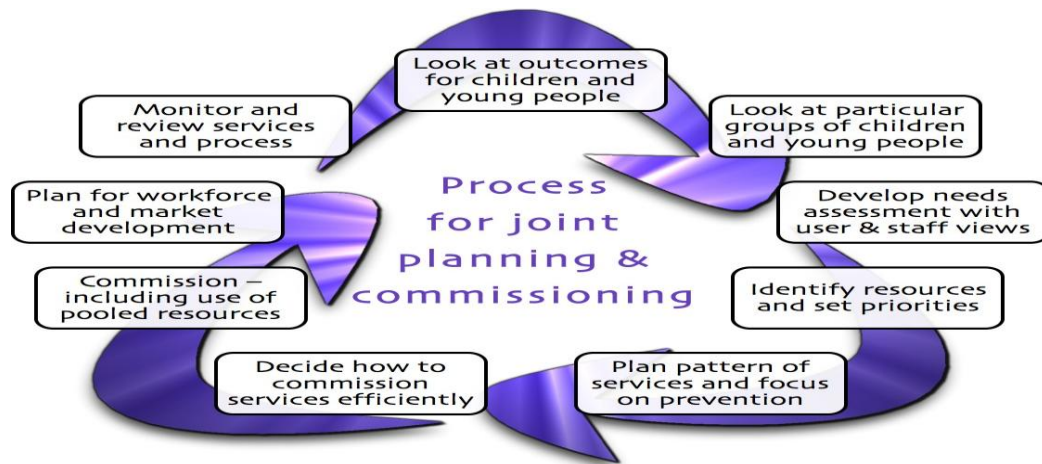
**Howe Hill:** Partnership with Housing. Howe Hill was commissioned as a service to work with Young People who are homeless aged 16-21, the service sits within the housing service, under housing options and homelessness (Resettlement Services)

**Outcomes:** An average of 45 sixteen and 17 year olds annually presented as homeless before Howe Hill opened. Since Howe Hill opened this figure is now zero.



Howe Hill 2.docx

Annex



# Annex:

## YorOK partnership infrastructure – the “Planning Bookcase”

