



Derby City Integrated Commissioning Strategy for Children and Young People

Version 1.0; June 2016

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1. Introduction

In Derby we are committed to ensuring the services we commission make a difference to children and young people's lives.

This strategy sets out our **vision**, **strategic intentions** and **principles** for the commissioning of services for children, young people and their families in Derby for the next three years (2016-2019) and will be reviewed annually.

It provides a guide for those procuring and commissioning services for families in Derby's Local Area, by identifying the **drivers** and **influencers** shaping services and the way in which we provide and commission, and demonstrates **how these parts fit together**.

It has been designed to complement local and national priorities and outline how, by sensible investment in the right projects, effective prioritising of spending to best meet the needs of local people, and leveraging the close partnership working already in place in Derby, we can continue to improve outcomes and meet the challenges faced by public sector organisations today.

2. Context

There are a number of national and local factors influencing the commissioning of services which should be considered when providing a sustainable, locally determined offer that meets the needs of service users in Derby.

Strategic Environment

Public sector services as a whole are currently part of a radically changing landscape which presents its own challenges and opportunities:

- A continually **shrinking public sector** coupled with an increasing demand for more and higher quality services. Specifically, Derby City Council has seen a 40 per cent reduction in its budget over the last four years¹
- Significant changes to the provision of support for children and young people with special educational needs and disabilities outlined in the **Children and Families Act** and Local Area inspections,
- Pressure from legislative changes of **Welfare reform**,
- Changes in **models of funding to schools and colleges**, with greater independent models of school provision, academisation, and the delegation of college funding to local authorities,
- The **move of Public Health commissioning** responsibilities to the local authority,

¹ The Derby City Council Plan 2016-2019

- The implementation of the **Health and Social Care Act 2012** resulting in changes in the organisations responsible for commissioning health care and the landscape for commissioning children's health care generally;
- The introduction of **Police and Crime Commissioners** who are responsible for commissioning services for some of our most vulnerable young people.

Within this complex and changing environment our continuing priority is to ensure that the most vulnerable children, young people and families are supported to achieve their potential and have access to value for money services which intervene early and to safeguard and meet their needs.

About Derby City ²

Derby City is a compact city of 30 square miles in the East Midlands with a population of 248,752 ³. The city is divided into 17 wards and is ranked as the 55th most deprived local authority in England, with some of our wards being the most deprived in the country:

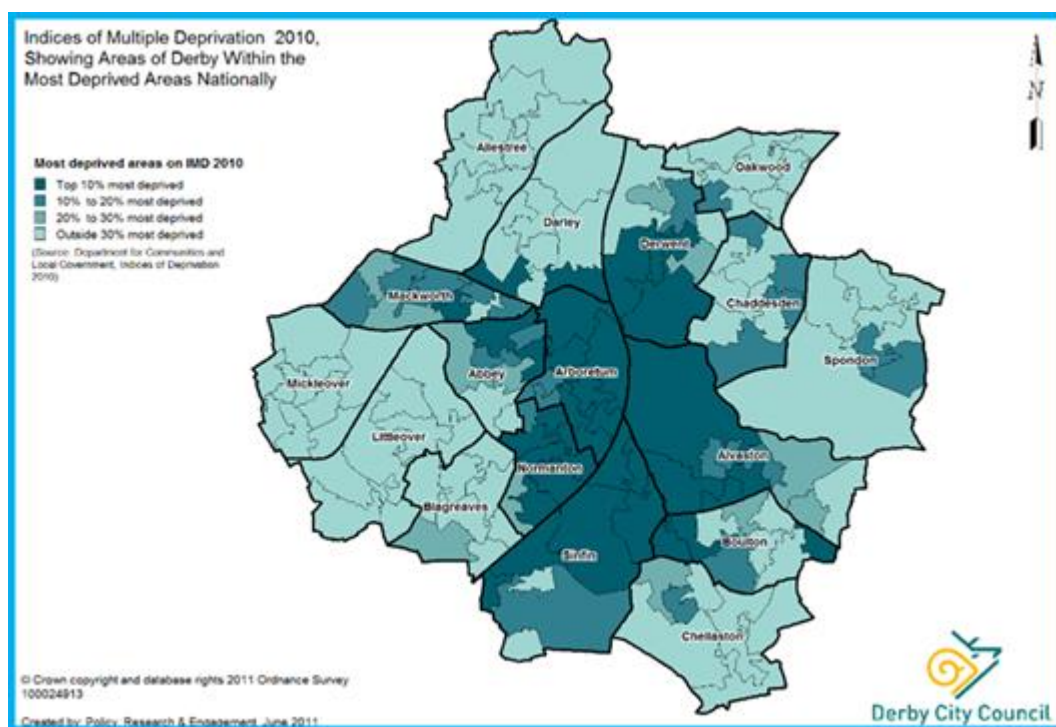
- The Council's net budget is **£210 million** in 2016/17. Council Tax collected each year totals £80 million.
- The Council employs 6,754 staff (full-time equivalents including schools) and is structured into 3 directorates – **People Services**, Communities and Place, Organisation and Governance.
- Over recent years, we have seen a **significant increase in the demand** for the services which we provide. This is alongside a **change in the demography** of the city. A key part of Delivering Differently will be to tackle areas of high cost for the Council and reduce avoidable spending by changing behaviours.
- There has been an **increase in new arrivals** to the city with at least 7% of Derby's current population being a UK resident for less than 10 years.
- A **higher than national average population growth** from 2011, which is forecasted to rise by a further 11.7% by 2029
- The 5-19 population is projected to grow steadily, increasing by 5,500 from 2012 to 2029 resulting in **more demand for school places**.
- On average over the last year there has been a more than **25% increase in the demand for early help** and social care services for children and young people of Derby.
- Over the next five years the most vulnerable 75 years and over age group of Derby's population is **forecasted to rise by 50%**, with those aged 65 years and over with early onset dementia expected to increase by nearly 14%

² Derby Council Plan 2016-2019 – in draft at time of writing

³ Census 2011

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- **Employment rates in Derby have risen to 73.3%** (2015) with unemployment rates forecasted to decline further.
- The number of documents processed to support **new claims for support** (i.e. housing and Council tax benefits) including changes to existing claims, new claims and cancellations has **increased by over 120%** since 2011/12.



Our last full **Joint Strategic Needs Assessment (JSNA)** was published in September 2011, and at time of writing, are refreshing our Vulnerable Children and Young People JSNA and developing our SEND JSNA by working with Southern Derbyshire Clinical Commissioning Group (SDCCG) and key partner agencies. We are using this information to analyse current and future needs of children and young people within Derby City, informing our commissioning decisions to improve outcomes, reduce inequalities and examine our communities' needs in new ways, together, reinforcing the local commitment towards partnership working.

About our Children and Young People⁴

We know:

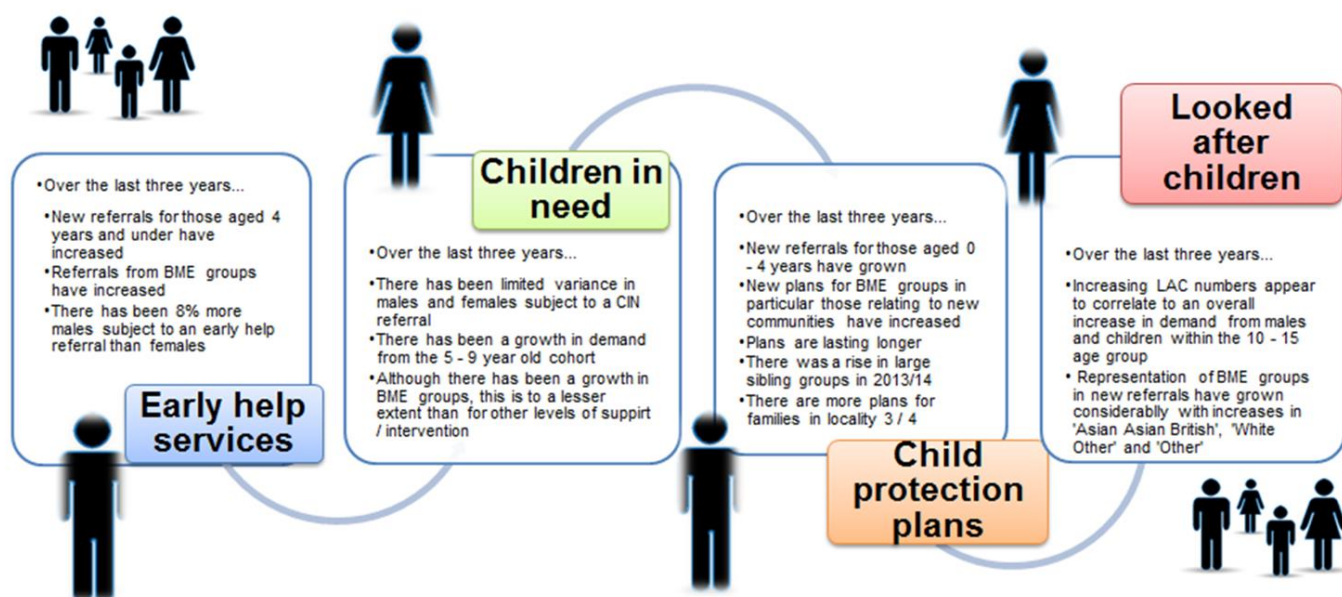
- There are approximately **60,397 children and young people aged 0 to 18 in Derby City** (representing 24.3% of the total population of the city; 0 – 4 represents 31% of

⁴ Derby City Children and Young Peoples Plan 2015-18

all 0 – 17 year olds). Included in Derby's rise between 2001 and 2011 were 3,300 more children aged 0- 4 years.

- **32% of Derby's under 18's live in the most deprived wards** compared to a 'usual resident' population of 26%. Our JSNA tells us that the top five wards in Derby where Children were in Care on the 31st March 2015 are some of the most deprived in the City (Derwent, Sinfen, Arboretum, Normanton, Alvaston), highlighting the link between neglect and poverty to the increasing need for the involvement of services.
- The percentage of children living in poverty within the city is **above the national average at over 26%** compared to nearly 22% across the country.
- Since the publication of the last Children and Young People's Plan in 2013 there has been **a rise in the demand for services** across the city, particularly in relation to safeguarding:
 - Initial contacts have risen by over 12% between March 2012 and March 2014.
 - Referrals for social care services although fell by nearly 15% between March 2012 and March 2014 have been rising since the end of 2013. The increase between March 2014 and March 2015 is expected to reach nearly 20%.
 - The **percentage of children with a child protection plan** as at the end of March each year rose from 228 children at the end of March 2012 to over 300 children at the end of March 2015.
 - The number of families accessing early help services has risen; with over 500 families in the city having an 'open' Early Help assessment at the end of March 2015. Further to this Derby City's Priority (Troubled) Families initiative is working to support better outcomes for over **600 families** across the city.
 - The overall number of looked after children fell between 2013 and 2014 however there has been a slight increase in 2014/15 to approximately 470 children by the end of March 2015.
- There remain some **significant gaps between the health and well-being of residents across the different wards** of the city, with Derby being 'poorer' than national averages in a number of areas; a position significantly influenced by some of our most deprived wards.
- **Immigration is a key consideration** for the city; in total 34,600 individuals (14%) were born outside the UK. Minority ethnic communities now represent approximately 25% of Derby's total population; which has increased from 15.7% in 2001⁵. There has also been a significant influx of migrants from Eastern Europe, including from the Roma community, which has been observed as impacting on many services for children and young people across the city.

⁵ Derby and Derbyshire Pharmaceutical Needs Assessment 2015



Our Looked After Children⁶

Our JSNA tells us that a higher percentage of new Child Protection referrals have been consistently received for **males rather than females**.

At 30 June 2015 the largest percentage of Derby's **467 looked after children** were:

- Male (61.2%, the highest proportion in 3 years)
- White British (69%, compared to 74% in June 2014)
- Aged 10 – 15 years (36.6%, 16+ year olds are at the highest number since 2012)
- In care for less than 1 year (26.8%) or between 5 and 10 years (21.6%) are the most common categories
- Looked after with the legal status of 'full care order' (48%).

Derby saw **191 children start care during 2014-15** which is an increase from 160 seen during 2013-14. This represents our highest figure of new entrants over the past six years. 68% of Derby's Looked After Children enter care **as a result of abuse or neglect**, 9.38% due to socially unacceptable behaviour, 6.25% due to parental illness or disability and 3.13% due to family dysfunction. There is an increase in complex cases, larger families and families from new communities.

The largest percentage of **new referrals to care are for children aged 0 – 4 years** (44% of new cases during 2014/15), which is a trend that has been consistent for the last three years.

⁶ Derby City Council Looked After Children Strategy 2015

There are high rates of children and young people within Derby City **exiting care through adoption**, with 17% of children looked after between 1 April 2014 and 31 March 2015 achieving this permanent outcome.

For those children who remain looked after, **Health and Educational outcomes** are generally in line with comparators...

Measures	Derby City 2014/15	Comparator average 2013/14	National average 2013/14
Key Stage 2 L4+ in RWM	44%	47.1%	48%
GSCEs 5 A*-C including English and Maths	16.1%	18.7%	16.3%
Annual health check	88.5%	90.3%	88.4%
Development assessments	77.4%	86.8%	86.8%
Immunisations	97.8%	91.3%	87.1%
Dental checks	92.5%	80.3%	84.4%
SDQ scores	16.1	14.4	13.8
Offending	4.4% (13/14)	5.9%	5.6%

A key area for improvement remains the emotional health and wellbeing of our looked after children, which needs to be assessed and assured through annual health checks, including the Strengths and Difficulties Questionnaire (SDQ). The outcome of these assessments must be reflected in any placement decisions that we make.

In terms of a response to issues specific to identified neighbourhoods, a new **family support scheme** was introduced in Locality 3 (October 2015) to address locally high levels of Child Protection and Children in Care. The Department for Education Innovation Fund programme 'Safe Families for Children' service targets families where a young child is at the 'edge of care', and provide evidence based interventions to increase emotional wellbeing for children and carers, reduce parental stress and anxiety, and reduce the numbers of children entering foster care placements.

3. Strategic Planning

The Council's **Performance Management Framework** outlines our approach to achieving effective performance management. It is made up of the culture and the systems that we put in place to help us manage, monitor and continuously improve our performance and achieve our priorities.

Planning

The Derby Plan 2013-2015⁷ is a high-level plan that brings together the priorities of **key partners** from the public, private and voluntary sector. It sets out the city-wide 'big ambitions' that we and our partners want people in Derby to realise, such as an:

- Inspiring start in life by improving educational attainment
- Inspiring working life by improving skills and creating jobs
- Inspiring place to live by improving the inner city

Derby's **Children and Young People Plan 2015-2018** sets out the wider context for **working in partnership** in children's services in Derby City, outlining the work of the **Children, Families and Learners Board**, which is to work together to target services effectively towards vulnerable groups including children in care and children living in poverty, to increase their opportunities, reduce inequalities and improve outcomes against following priority outcomes:

- Children, young people and their families are safe
- Children and young people are supported to achieve and become work ready
- Improved health, emotional well-being and mental health for children and young people
- Improved delivery for children and young people with Special Educational Needs and Disabilities

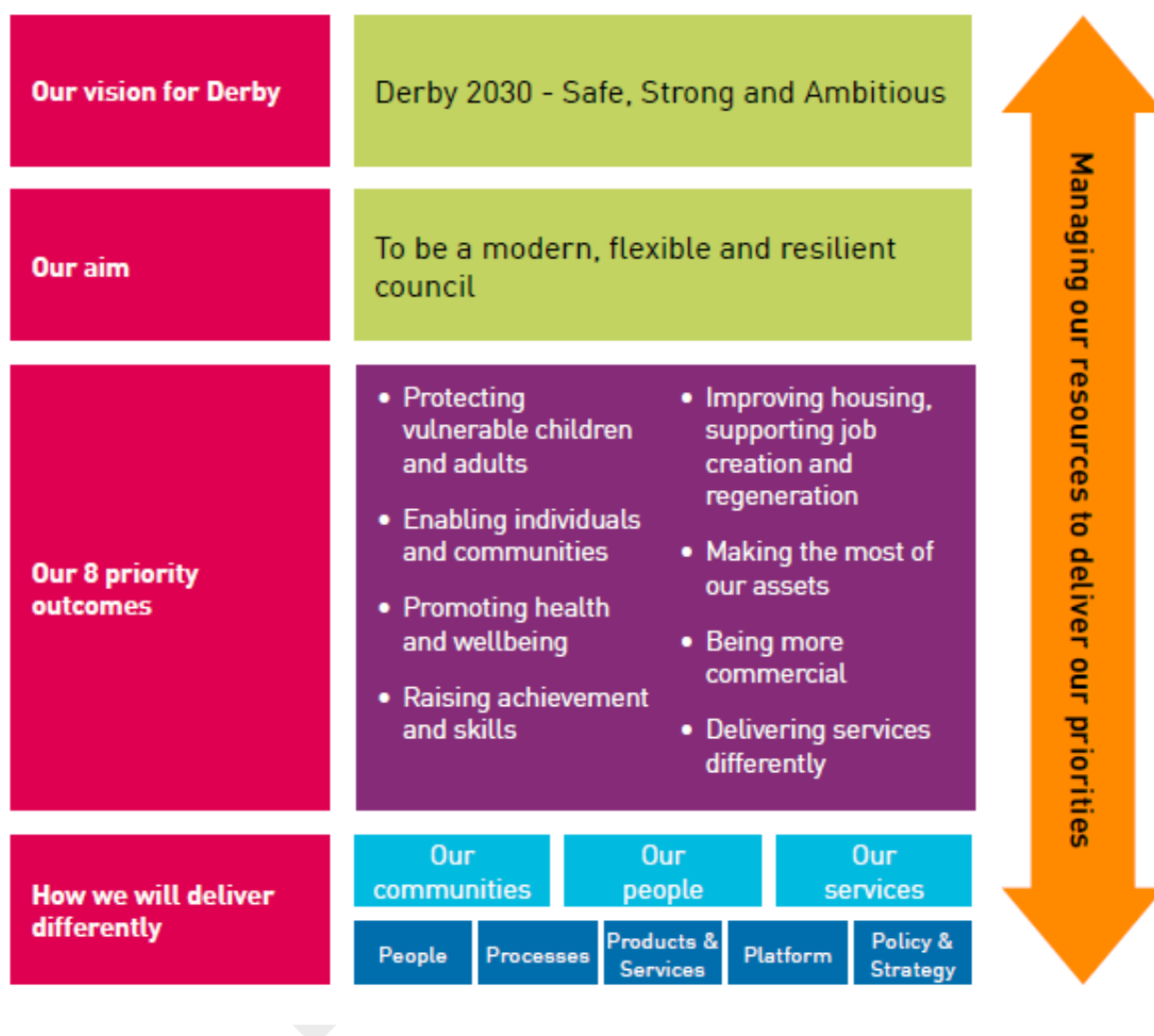
Derby's **Health and Wellbeing Strategy** outlines the vision of the **Health and Wellbeing Board**, which is to improve the health and wellbeing of the people of the city and to reduce inequalities, specifically,

- To achieve health and social care system transformation
- To shift care closer to the individual
- To reduce inequalities in health and wellbeing.

⁷ <http://www.derby.gov.uk/council-and-democracy/vision-values-priorities/our-vision-our-values/>

Our **Council Plan 2016-2019⁸** vision for Derby City Council is to be **safe, strong** and **ambitious** with the aim to be a **modern, flexible and resilient council**. This is supported by eight priority outcomes, and values and behaviours necessary to deliver.

Council Plan 2016-2019

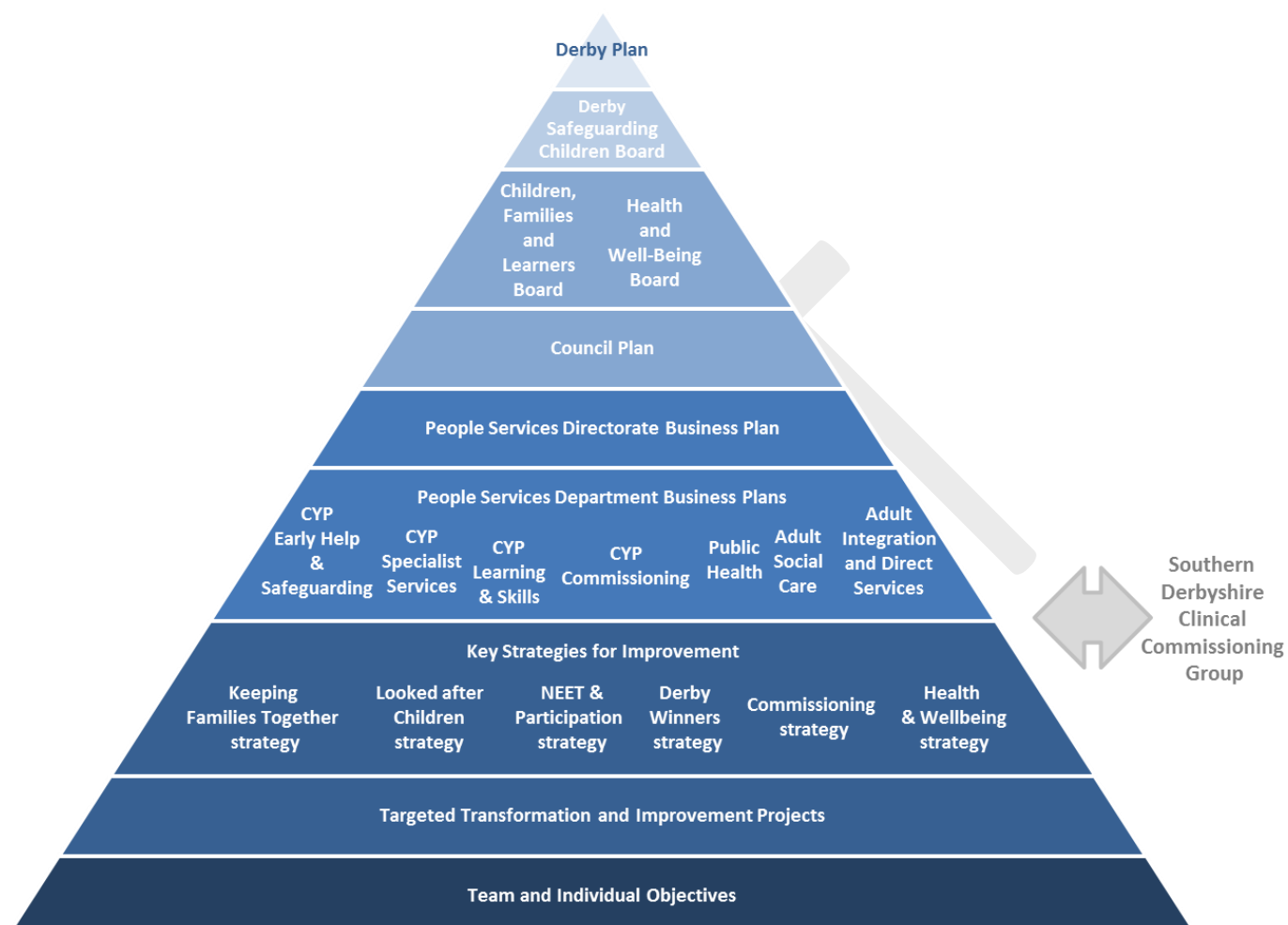


The new local **Sustainability and Transformation Plan (STP)** is a significant opportunity to take a '**whole-system**' approach to ensure the health and local government economy is better able to manage the increasing demand for services. In Children's services this includes **simplification** of the provider and commissioning landscape, a stronger focus on improving **outcomes** and a stronger emphasis on **prevention**.

⁸ In draft at time of writing

Links from plans, strategies and Boards

The links to strategic plans, associated strategies, Boards and key areas for improvement are identified below:



Commissioning intentions (our Commissioning priorities) are agreed by the Health and Wellbeing Board and Children, Family and Learners Board, and extend to both the Local Authority and the Southern Derbyshire Clinical Commissioning Group (SDCCG). For 2016-17 these are to:

- Reduce the use of high cost placements through **better early help**.
- Ensure **consistent, quality** and **cost effective provision** for children in vulnerable groups.
- Work across the system to develop a service model for **delivery of integrated children's services**.
- In partnership across the local area, ensure delivery of the **Children and Families Act**.

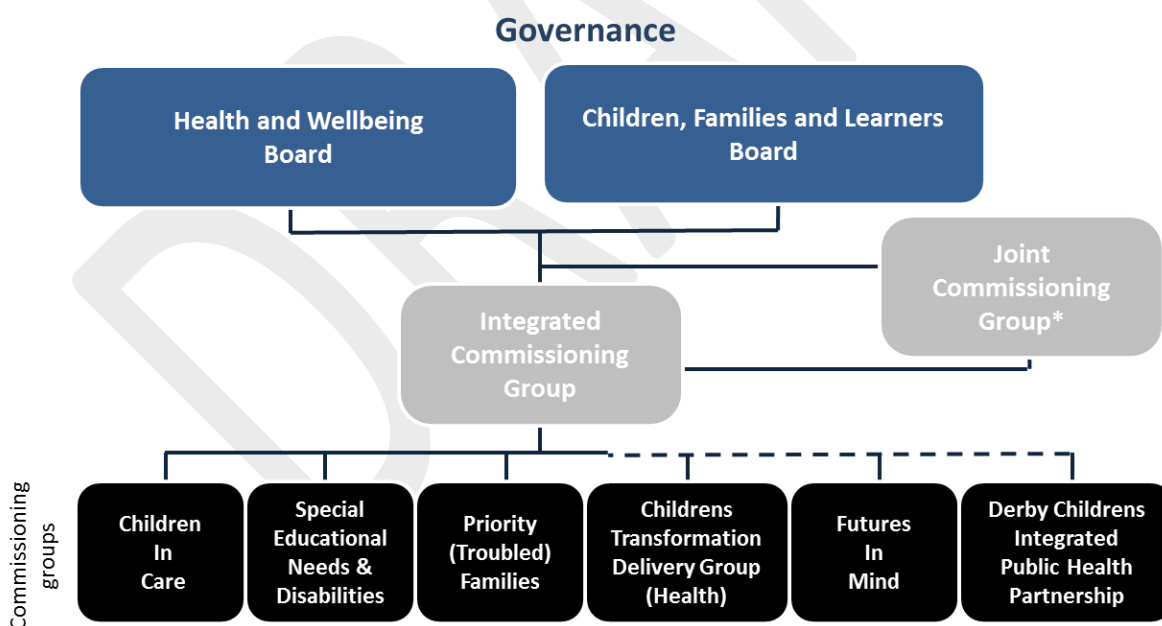
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- Ensure delivery of a new integrated pathway of care for children and young people with **behavioural and emotional difficulties**.
- Identify opportunities to **reduce hospital usage** for children.
- **Improve health outcomes** for children and young people (through commissioning integrated universal public health services for 0-19 year olds).

Commissioning projects link to achieving the strategic objectives in the Derby Plan, Health and Wellbeing Strategy, the Children and Young People's Plan and the SDCCG plan and contributes to the Council's big ambition to give people in Derby an inspiring start in life and to work together in partnership with our communities through public health and with health partners to support the prevention of illness and promote good health and well-being.

In addition to the key strategies outlined above, **supporting strategies** are the Commissioning Placements Sufficiency strategy, Schools Inclusion strategy, and the Preparing for Adulthood Vision.

The delivery of these initiatives is linked through the **Integrated Commissioning Group** as follows:



* Joint group with Derbyshire County Council, and geographic CCGs (Southern Derbyshire, Hardwick, Erewash, North Derbyshire)

The CCG and Local Authority link together with oversight to business plans, shared commissioning intentions, shared staffing within an Integrated Commissioning function for children and young people.

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4. Strategic commissioning

We define commissioning as:

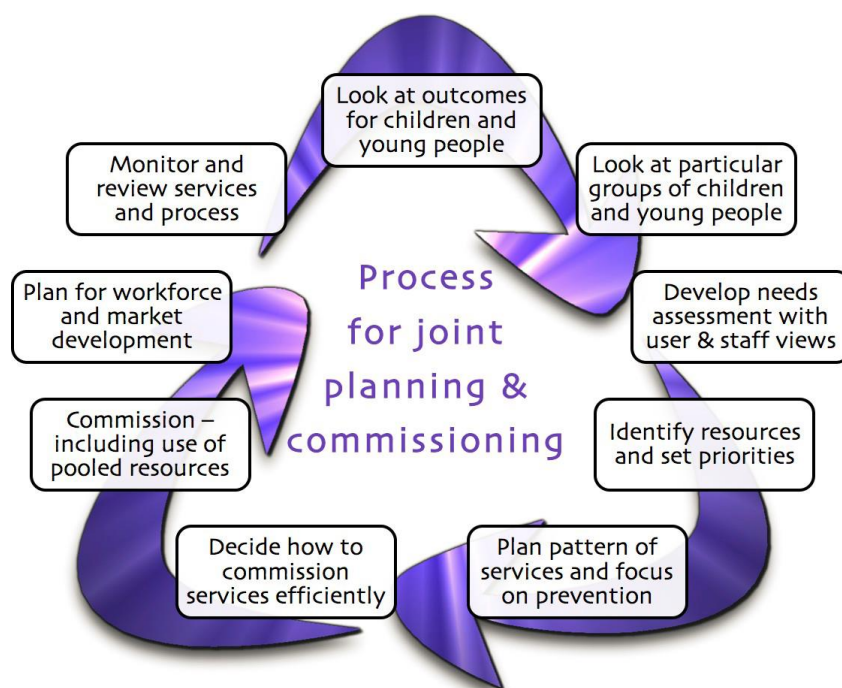
The analysis, planning, procurement, and review of the allocation of resources to achieve improved outcomes and value for money.

Its application is wider than for just those based in Commissioning or Procurement. Many managers routinely commission services as part of their day job, and the **allocation of public resources** and its evaluation of providing value for money should be **everybody's business**. Resources allocated ineffectively will indirectly affect other services, and the importance of fully understanding the value – both directly and indirectly – derived from services has never been more important if we are to cut waste without adversely impacting outcomes.

Additionally, the importance of commissioning **strategically** and **together** is highlighted when gaps appear, or a service or service user further down the chain are adversely impacted by (de)commissioning decisions made by other partners, and re-emphasises the importance of partnership working.

Much of the national policy direction re-emphasises the need for **integrated** and **joint commissioning**, such as within the Children and Families Act (appendix 3) and the NHS 5 year Forward Plan. The **9-Step Commissioning Framework**⁹ below remains a useful structure for joint planning and commissioning, whilst the Integrated Commissioning cycle (appendix 1) supports managers with commissioning tools and techniques.

⁹ Joint Planning and Commissioning Framework: Every Child Matters



Commissioning Principles

The principles underpinning our commissioning activity are to:

- Support the councils key priority themes of **Safe, Strong, Ambitious and Resilient**,
- Work in **collaboration** with local and regional partners to foster relationships, **jointly commission** services and make **best use of resources** across the whole of the sector,
- Explore **new** and **alternative types of financing** provision, for example, using social finance,
- Focus on achieving **sustainable outcomes** through commissioning, rather than commissioning on activity
- **Reduce demand** by better early help, increasing self-reliance, community resilience or independence
- Commission **local**,
- Listen to and acting on the **voices of children** and young people.

Whilst some of these principles are more embedded than others, they underpin how we envisage commissioning services in the future in order to meet the changing local and national landscape.

Future developments are expected to be towards a more fully integrated commissioning model - through a **single integrated approach** where objectives, plans, decisions and actions are arrived at through a single organisation or network – in order to support greater **personalisation** of services and further **efficient use of resources**.

Requirements for effective commissioning

Finally, in order for commissioning to be effective, we need to...

- Put the **needs of the user** first
- Work in **partnership**
- Lead at the **highest level**
- Equip people with the **right skills**
- **Work constructively** with providers
- Develop a **long-term view**
- **Continuously evaluate** and develop
- Spend money **wisely**

Progress against Commissioning Priorities

Progress against our **strategic Commissioning Intentions** for 2015-16 is detailed below:

Commissioning Intention	Progress
Ensure delivery of a new integrated pathway of care for children and young people with behavioural and emotional difficulties.	<ul style="list-style-type: none">• Future In Mind bid approved and 5 year partnership transformation plan¹⁰ drafted• Behaviour Pathway scoped (appendix 2)
Ensure consistent, quality and cost effective provision for children in vulnerable groups.	<ul style="list-style-type: none">• Improved (5 year high) health outcomes for LAC• Joint commissioning¹¹ of new integrated Emotional Health and Wellbeing service• Led the implementation of the refreshed, jointly-commissioned¹² regional framework for Children in Care (CiC) placements• Implemented the Housing Framework for 16/17 year olds who are Children in Need, in Care and Care Leavers• Joint¹³ pilot for Remand fostering• Derby City Placement Sufficiency Strategy for CiC formulated• Derby City Looked After Children strategy refreshed
Identify opportunities to reduce hospital usage for children.	
Work across the system to develop a service model for delivery of integrated children's services.	<ul style="list-style-type: none">• Jointly appointed Director of Integrated Commissioning (CYP) across LA and CCG• Joint responsibility for children and young people's commissioning
In partnership across the two local authorities,	<ul style="list-style-type: none">• Establishment of the SEND reforms programme

¹⁰ Derby City Council, Derbyshire County Council, Erewash, Southern Derbyshire, North Derbyshire and Hardwick Clinical Commissioning Groups

¹¹ Derby City Council (CYP) and Southern Derbyshire CCG

¹² East Midlands Regional Framework

¹³ Derby City Council, Nottingham City and Nottinghamshire County Council

ensure delivery of the Children and Families Act.	<ul style="list-style-type: none">• Delivery of the Local Offer website for SEND• Holistic understanding of local SEND through ImPower deep dive• Preparing for Adulthood vision finalised with end-user 'I' statements
Improve health outcomes for children and young people (through commissioning integrated universal public health services for 0-19 year olds).	<ul style="list-style-type: none">• Think Local Act Personal (TLAP) personal health budget pilot site• Outcome-based commissioning framework developed with COBIC
Reduce the use of specialist services through better early help.	<ul style="list-style-type: none">• Early adopter for Priority (Troubled) Families programme• Establishment of the Early Help commissioning framework• Joint commissioning¹⁴ of Child Sexual Exploitation service• Collaboration for Futures In Mind transformation plan• Joint commissioning¹⁵ of Safer Families for Children• Re-commissioning of Multi-Systemic Therapy service (edge of care)• Joint commissioning¹⁶ of YJB Resettlement consortia• Rollout of Independent Travel Training

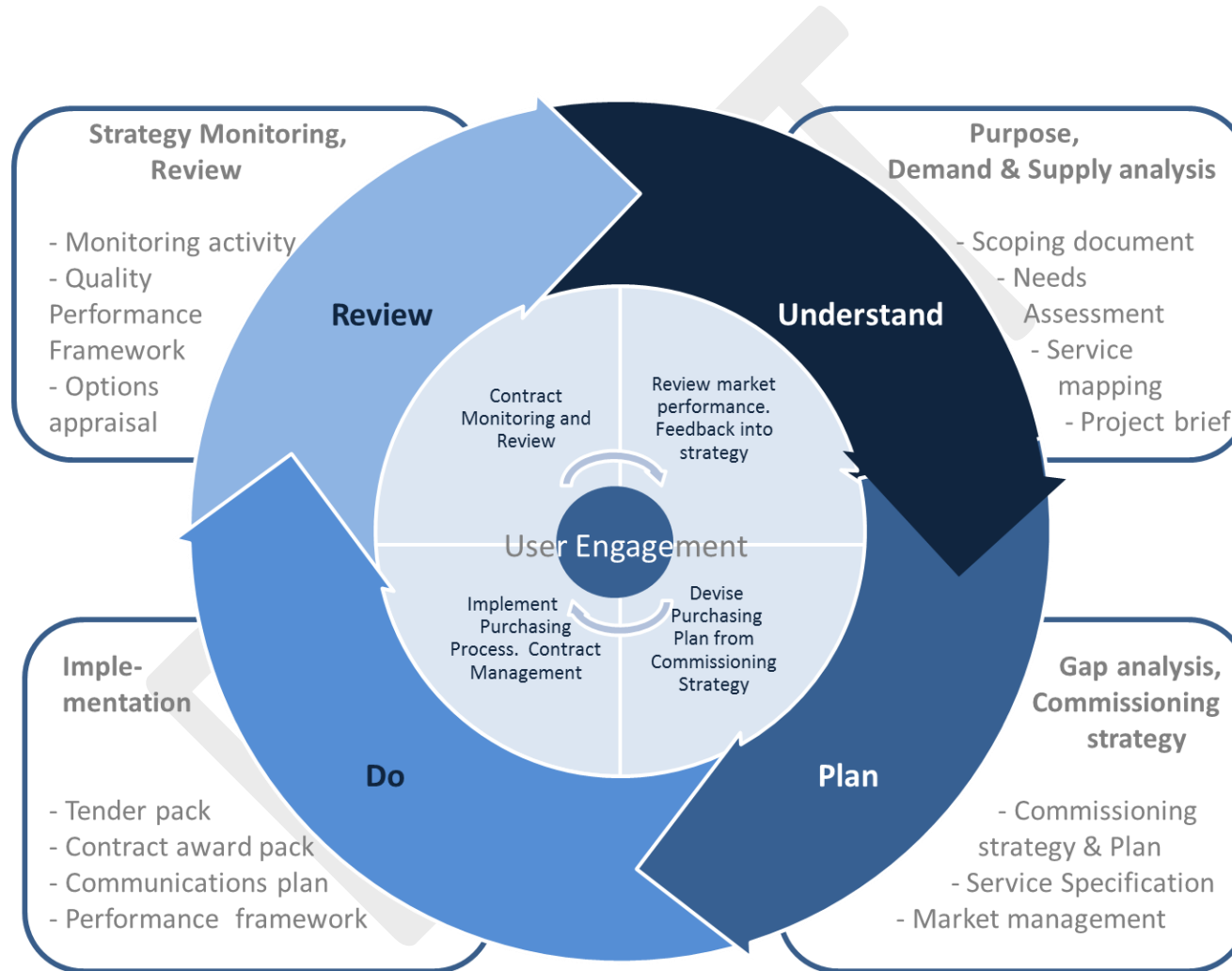
¹⁴ Derby City Council, Police and Crime Commissioner, Derbyshire County Council

¹⁵ East Midlands Local Authorities

¹⁶ East Midlands Local Authorities

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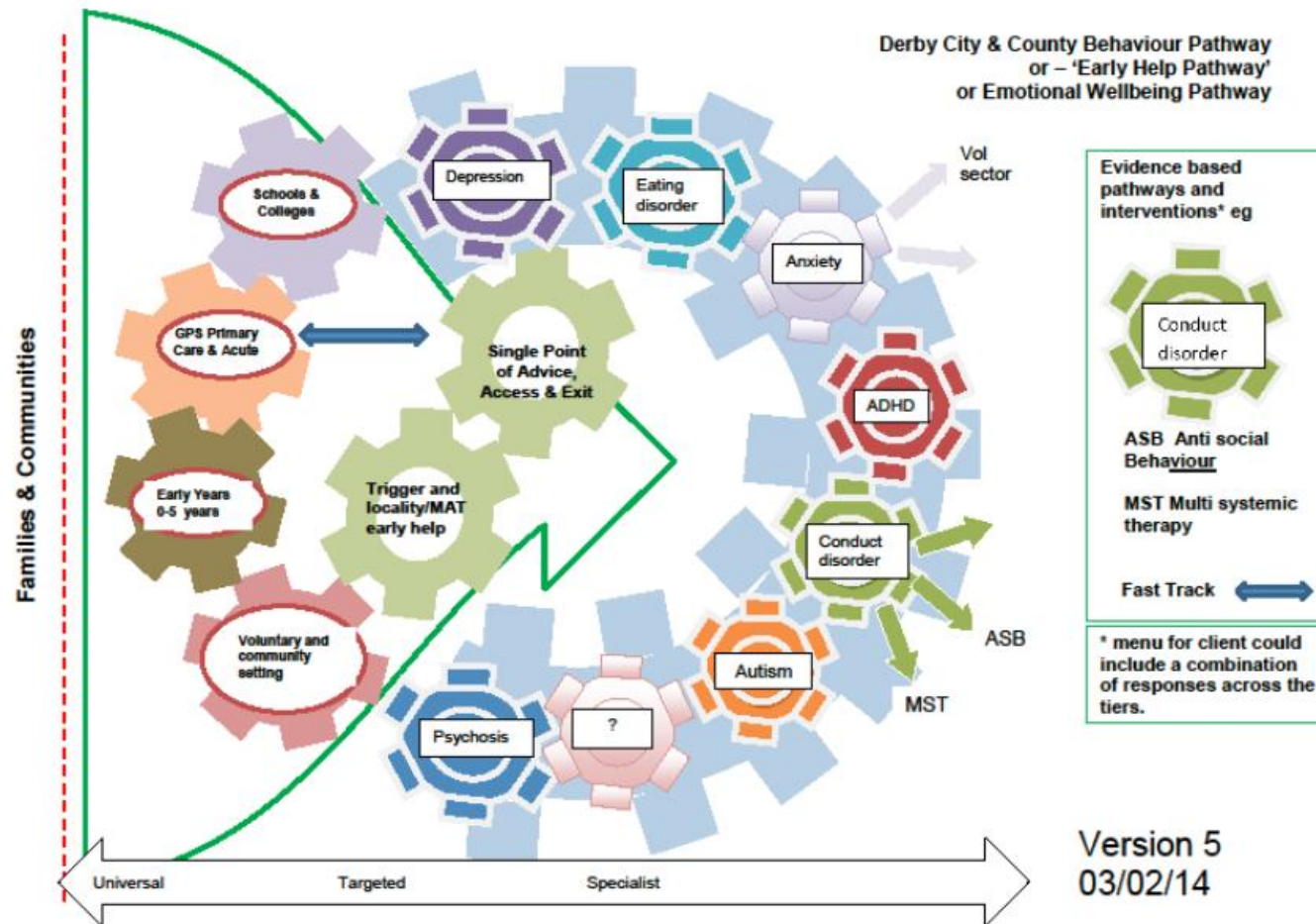
Appendix 1 – The Integrated Commissioning Cycle outlines the processes involved in commissioning and puts user engagement at the heart of the process:



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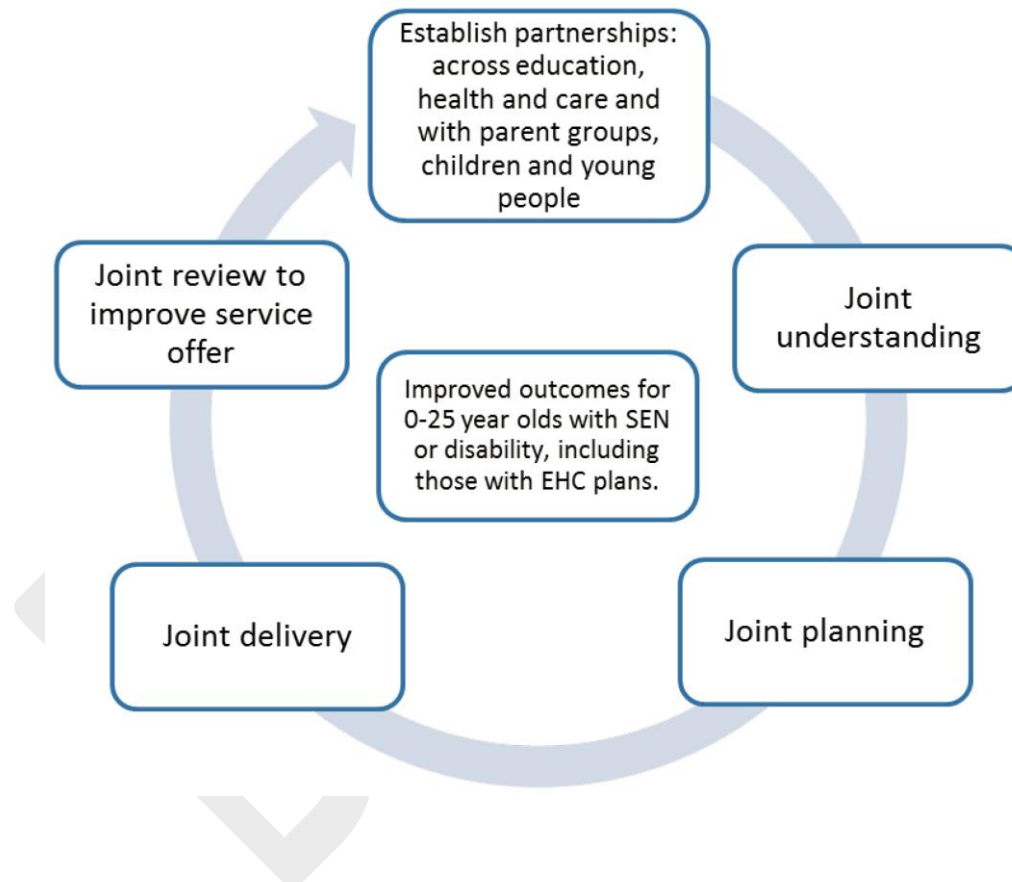
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Appendix 2 - Derby City and County Behaviour Pathway



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Appendix 3 – Joint Commissioning as advocated within the Children and Families Act 2014



Source: DfE Statutory Guidance - Implementing a new 0 to 25 special needs system: LAs and partners: Duties and timescales - what you must do and when (March 2015)