Shaping Futures – Changing Lives

People Directorate
Commissioning Strategy
2018-2021

Our mission:
Working as one to serve our city
Contents
Foreword ......................................................... 3
Introduction .................................................. 4
People’s Commissioning .............................. 5
Vision ............................................................ 6
Strategic Context ........................................ 8
Governance .................................................. 9
Local Population ........................................ 12
Wolverhampton’s Thematic Commissioning Approach .................................. 14
Thematic Commissioning .......................... 18
Foreword

Welcome to our commissioning strategy “Shaping Futures, Changing Lives” Our first commissioning strategy for the City of Wolverhampton Council’s People Directorate sets out our vision, principles and intentions to adopt a “one-council” approach to the commissioning of social care and public health services and resources.

Commissioning services for and with people in the City of Wolverhampton and supporting the delivery of the council’s Corporate Plan and the 2030 Vision (New Horizons – Our Vision for the City of Wolverhampton in 2030)

Many factors influenced the development of this new strategy:

- Our continued and growing focus on prevention, strengthening families and using the assets and strengths which individuals, families and communities bring to their experience of life to promote their wellbeing and when they need more support
- Changes in law such as the Care Act 2014; Children and Family Act 2014 SEND Reforms; and Children and Social Work Act 2017
- On-going statutory requirement of the role of Director of Adults Social Services, Director of Children’s Services and Director of Public Health for commissioning
- Renewed focus on collaboration (working together) rather than in competition with NHS services
- Co-production with people who use services.
- Local factors such as:
  - Our whole family approach and roll-out of Restorative Practice as an approach to working with families.
  - Success in extending our “Headstart” programme supporting the emotional well-being and resilience of 10-16 year olds.
- Developing our local City of Wolverhampton Community Offer.
- Redesigning such as the Multi-Agency Safeguarding Hub (MASH) embracing a single point of access for prevention and early intervention, a “Think Family” approach and a new early intervention model and specialist support service in children and young people’s services.
- Strengthening public health influence in and beyond the council.
- Re-structuring of adult social care operations under one Service Director.
- Working with partners including in the independent voluntary and community sector so that the experience of people using health and care services is more integrated in our community based approaches.
- Updating of other related strategies such as: workforce; quality strategies; and need for coherence across strategies.

To support the successful delivery of the aims of this strategy there is a newly formed People Directorate Commissioning Team. The strategy confirms the approach the team will adopt and work to.
Introduction

The Peer Review of Wolverhampton Adult Services in March 2016 recommended adopting a thematic approach to People Services commissioning.

In response, the People Leadership Team led an activity to embrace the opportunities offered by a thematic approach for People Services. A whole-life approach was considered.

Five over-arching themes or categories have been agreed:

• Public Health
• Early Intervention and Prevention
• Personalised Support
• Specialist and Targeted Support
• Long Term Support

These themes are underpinned by our overall commitment to prevention which the city councils’ Cabinet agreed is “everybody’s business;” strengthening families; supporting family, kinship or other forms of ‘informal’ care; an asset-based approach to individuals, families and communities; being effective and efficient in our use of resources including value for money; and using our staff resources to best effect.

This approach strengthens our aim to have a more sustainable, longer-term view of support and needs. It influenced how commissioning can best be used to shape markets to promote wellbeing, respond to demand from people for care, and meet those needs for which the council is responsible.

The City of Wolverhampton “one-council” approach provides a supportive and enabling corporate framework through which our commissioning strategy will be delivered.

In taking its lead from the council’s 2030 Vision, success will be based on collaboration across the city and beyond, using an approach which recognises that we are far more effective when we pool our resources, ideas and work together.

The council’s strategic approach to address its challenges is to:

• Manage demand for core services by using early intervention to help families and individuals of all ages to live independently;
• Improve educational attainment and skills;
• Work together to make sure that every child in their early years has the opportunity to be the best they can be;
• Encourage enterprise and business, and private sector employment;
• Stimulate economic activity through capital investment.
People’s Commissioning

What is Commissioning?

Commissioning is the planned activity of assessing the needs of a population, allocating resources, involving a range of stakeholders, service users and communities, securing services to meet identified needs, monitoring and evaluating services, delivering the best outcomes with the resources available.

Commissioning:
- is everyone’s responsibility
- is a process and part of a cycle – it includes many people working together
- requires agreed strategic approaches
- enables a focus on the assets of individuals, families and communities, applying the right intervention (care or support) at the right level, purchasing services within an agreed strategic framework to meet need
- is underpinned by the values and principles embraced by the City of Wolverhampton Council, People services and care /health professions
- promotes approaches which are preventative, asset-based, whole-family, personalised, focused on well-being and safety
- supports “ordinary life” approaches for people with complex needs
- acknowledges responsible use of resources for all citizens and communities in the city
- must work closely with corporate colleagues in procurement and the Place directorate to ensure consistency and meet citizen need.
Vision

Promoting and enabling healthy lifestyles
Tackling lifestyle issues will improve quality of life, reduce the time spent with illness and have a positive effect on life expectancy in the city.

Promoting independence for older people
Older people in the city are able to live full and active lives, with support where necessary to promote independence and choice.

Promoting independence for people with disabilities
Vulnerable people are able to live independently and have choice and control over their lives.

Strengthening families where children are at risk
Targeting effective early help and support will strengthen families, keep children and young people safe and improve their life chances.

Enabling communities to support themselves
Supporting communities to develop local support will build resilience in the city.

Adults and children are supported in times of need
Safeguarding people in vulnerable situations; and Strengthening families where children are at risk.
Our Corporate Plan
Working as one to serve our city

**Place**
Delivering effective core services that people want
- Keeping the city clean
- Keeping the city moving
- Improving the city housing offer

Stronger Economy
An environment where new and existing businesses thrive
- Developing a vibrant city
- Supporting businesses, encouraging enterprise and attracting inward investment

People develop the skills to get and keep work
- Improving our critical skills and employability approach

**People**
People live longer, healthier lives
- Promoting and enabling healthy lifestyles
- Promoting independence for older people
- Promoting independence for people with disabilities

Stronger Communities
Adults and children are supported in times of need
- Safeguarding people in vulnerable situations
- Strengthening families where children are at risk
- Challenging and supporting schools to provide the best education for children and young people
- Enabling communities to support themselves
- Keeping the city safe

**Confident, Capable Council**
Future Council - stronger council ready and able to deliver change
- Future Customer
- Future People
- Future Performance
- Future Works
- Future Practice
- Future Money
- Future Space

Stronger Organisation
Equality Objectives
Strategic context

In March 2016, the council approved the City of Wolverhampton Charter with other partners working in the city. This confirmed our joint approach to commissioning and procurement. This aimed to help increase the levels of local expenditure with local businesses and other local agencies and to increase the impact of public expenditure on the Wolverhampton City Strategy priorities to increase local jobs, increase economic activity and employment, reduce child poverty and health inequalities.

The City of Wolverhampton Charter

The Charter establishes five principles that will underpin the commissioning and procurement activities of key partners in the city. The City Board have committed to using their commissioning and procurement processes to:

Develop and grow a skilled workforce through - Creating employment and training opportunities for local residents including supporting people into work and providing work experience placements; mentoring and supporting personal development and, where appropriate incorporating provision within contracts to offer training and employment opportunities for local people

Measure - numbers of local people into employment, training and work experience as a result of commissioning and procurement.

Encourage healthy lifestyles and independence by - Encouraging the adoption of workplace health initiatives which keep people in work, reduce sickness and also create a workplace that is more conducive to good health. Promoting active travel such as walking, cycling and public transport use

Measure - number and % of suppliers adopting workplace health initiatives

Support the reduction to the carbon footprint and eliminate unnecessary waste by - Specifying good and services on the basis of whole life costing and which minimise the use of resources and the creation of pollution and greenhouse gases

Measure - % of goods and contracts procured on the basis of whole life costs (purchase use and disposal) and which minimise the use of resources (production, operation and disposal) pollution and greenhouse gases.

Support more people to be active within their communities by - Building the capacity of local voluntary and community organisations and schools through the provision of resources and expertise in areas with the greatest need e.g. mentoring and the provision of meeting facilities etc.

Measure - number of small local voluntary and community organisations and schools supported as part of the commissioning and procurement process

Support business to develop and grow by - Having a preference to buy locally on the condition that a suitable supplier exists and that this provides value for money.

Measure - %, number and value of contracts to local suppliers
City of Wolverhampton Council has an effective governance structure that brings together relevant members involved in decision making to enhance quality of service and value for money.
Partnerships

The City of Wolverhampton Council, like other local authorities is responding to complex challenges by reshaping its services and ensuring that resources are targeted where they can have the greatest impact. The council recognises that a whole system approach which involves a full participation of partners is crucial in achieving the city corporate goals.

The need and importance of local democratic leadership is reflected in many ways in the City of Wolverhampton. For example, the council’s Leader chairs the Health and Wellbeing Board. This shows how the council is committed to act as a good partner to ensure that it represents the best interests of the citizens in the City of Wolverhampton in a variety of ways.

The council works in partnership with the Wolverhampton Voluntary Sector Council to support the development and sustainability of an effective voluntary and community sector, whilst promoting the principle and practice of voluntary and community activity, in order to facilitate the development of diverse, strong communities and to enhance quality of life within the city.

Better Care Fund

Wolverhampton’s Better Care Fund vision is for whole system change; from how work is commissioned from providers to how providers interact with people and with each other.

Wolverhampton is committed to effecting behavioural and attitudinal change in all areas by working together in partnership as a joint health and social care economy, with a central role for the independent voluntary, community sectors and faith organisation, and not least its citizens.

The Better Care Fund plan 2017 -2019 sets out the joint commissioning intentions and areas for development. It explains how local authorities and the Clinical Commissioning Group, working with people and communities, will mobilise resources to target areas of need and deliver improved outcomes in 2017-2019 and beyond. It captures why this is needed, what the expected outcomes are on both an individual and locality-wide basis and the current best estimates of the specific investments required to make this happen. The programme engages health and social care provider organisations, commissioners, the voluntary and community and faith sector, General Practitioners (GPs), local forums and front line staff to contribute towards delivering on the national performance metrics:

- Reducing emergency admissions to hospital
- Reducing the number of delayed transfers of care from hospital
- Improving the effectiveness of reablement
- Reducing the number of people permanently placed in nursing and residential care
The commissioning team has a key role within the workstreams to support the development and delivery of the programme to:

- Deliver holistic, person-centred care based on a population, place based approach.
- Increase the diagnosis and management of people with Dementia within a primary and community setting.
- Deliver a range of services to support care closer to home, and promote confidence to enable people to manage their own care.
- Actively promote a shared care approach with Primary Care professionals and be wrapped around Primary Care to enable the delivery of a more localised approach to care closer to home.
- Offer multi-disciplinary resources across health and social care to ensure equity of access and efficient use of wider community resources including the effective use of Information Technology
- Work in collaboration with Housing Partners to identify, scope out and develop any opportunities which would be enhanced by greater integration across Health, Social Care and Housing
City of Wolverhampton Joint Strategic Needs Assessment (JSNA) is an integral part of improving population health and well-being and reducing local health inequalities. It aims to provide an assessment of the current and future health and social care needs of the local population. The identification of health and social care need will inform strategic planning alongside the commissioning of services across the whole system to address unmet need. The JSNA also supports the monitoring of trends and evaluation of performance data in relation to commissioned services.

In 2015, the population of Wolverhampton was...

254,400

In Wolverhampton, the life expectancy at birth (2013-15) is:

- 81.4 yrs for women
- 77.4 yrs for men

The employment rate between July 2015 – June 2016 was:

- 65.2% Wolverhampton
- 74.0% England
Over the next twenty years our population is set to increase significantly. The Challenge for Wolverhampton is to deliver quality outcomes for an increasing population. This inevitably means changing the way in which we purchase care and support for those people who need it.
Wolverhampton’s Thematic Commissioning Approach

PUBLIC HEALTH

EARLY INTERVENTION AND PREVENTION

PERSONALISED SUPPORT

SPECIALIST AND TARGETED LONG TERM SUPPORT

COMMUNITY
Everyone’s support and service: family, friends and health, communities, schools, libraries, leisure, voluntary and community services, Public Health population based programmes
The Commissioning Cycle

This is a nationally accepted approach to commissioning of services. The diagram below shows the activities which together make up the commissioning cycle.

People are at the centre of the cycle so that:

- Current needs are understood, changing needs identified and solution to problems addressed;
- The focus on the approach to make sure people are engaged and able to be involved in co-production;
## The Commissioning Cycle

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| This will involve establishing the current and future needs of the population. It would include using information from: Wolverhampton JSNA, Service user and provider feedback, market position statements - building on acquired previous experience in social care, the Care Act 2014 made market shaping a statutory duty for councils. More information will be analysed from:  
- Future business plans, current spend on services, outcomes to achieve, gap analysis, Research and evidence base (national and local), market development needs, risks/opportunities  
- Resources: Business case agreed, project team  
- Priorities: Priority and governance agreed. | This will involve planning services that will meet the local population needs within available resources. It will also involve engagement and consultation with stakeholders in the delivery of services. Activities could include:  
- Delivery options  
- Review options  
- Produced equality impact assessments  
- Consider workforce implications  
- Produce evaluation/monitoring plan | This will involve ensuring that the services needed are delivered as planned, in ways which efficiently and effectively deliver the priorities and targets set out in the commissioning strategy. Commissioning works closely with Procurement to deliver the City of Wolverhampton Council’s Corporate Procurement Plan which states that “Achieving value for money and being able to demonstrate it are essential as the resources we have must be used in the most effective manner to provide high quality services.” | This will involve monitoring the impact of services and analysing the extent to which they have achieved the purpose intended. This Strategy embraces the positive approach to quality adopted in the City of Wolverhampton as well as the requirements of external regulators and inspectors such as the Care Quality Commission (CQC) and OFSTED or the role of Public Health England (PHE). |
Contract Management and Quality:

Contract Management is part of commissioning cycle and it is important that the services commissioned deliver the required outcomes.

Contract Management is the process of managing contracts; it includes defining service specifications and ensuring quality and compliance. The commissioning unit has in place a Quality Assurance and Compliance team (QAC). QAC works in partnership with service providers and stakeholders to ensure agreed outcomes are being delivered.

The levels of risk and quality of provision in care and support services for children and adults purchased by the council are monitored with the aim of:

- monitoring the quality and compliance of care services in accordance with agreed strategies, priorities and systems;
- inform commissioners and stakeholders of issues relating to services and make recommendations for improvement;
- advise and support services to enable them to achieve required levels of quality.

The QAC team works in partnership with colleagues from the Care Quality Commission (CQC) and the Clinical Commissioning Group (CCG) to monitor quality of provision across all commissioned care and support services, including Residential and Nursing Homes, Supported Living Schemes, Home Care, Community Services and Children Services to name a few.

For Public Health and Wellbeing, the council’s overall involvement and contribution to clinical governance is a key issue. The link between the National Health Services (NHS) and the role of Public Health and Well-being is a vital connection in the local arrangements for integration.

Wider partnerships maintain quality and appropriate sharing of information such as in our routine liaison with the Care Quality Commission (CQC).

The quality of the workforce in the Directorate and beyond is supported by our internal Quality Assurance Framework, routine liaison with partners such as the CQC and our “Careers into Care” partnerships through which we are promoting values-based recruitment.
Thematic Commissioning

Public Health and Wellbeing

What is Public Health?
The UK Faculty of Public Health defines public health as;

“The science and art of promoting and protecting health and wellbeing, preventing ill-health and prolonging life through the organised efforts of society.”

Six health conditions account for over half of the difference in life expectancy that exists between Wolverhampton and England: heart disease, stroke, infant mortality, lung cancer, suicide and alcohol. This is seen disproportionately in the most disadvantaged communities. Deaths due to alcohol use and those occurring in infancy are the major reasons why life expectancy in Wolverhampton has not improved.

There are many functions and services that the City of Wolverhampton Council must provide or commission to promote, protect and improve the public’s health and life expectancy. They are divided into those described as ‘mandatory’ i.e. there is some national guidance as to what services are provided how they are delivered. Others are described as ‘discretionary’ and for local determination.

Public Health Commissioning

The mandatory commissioned services include;

- Specialist and primary care sexual health services
- National Child Measurement Programme
- NHS Health Check Programme
- Mandated elements of the health visiting service.

Discretionary services currently commissioned include:

- Smoking cessation services
- Alcohol and drug misuse services
- Public health services for children and young people aged 5-19 (inc School nursing service)
- Public mental health services
- Interventions to tackle obesity e.g., community lifestyle and weight management services
- Increasing levels of physical activity in the local population
- Healthcare associated screening for Tuberculosis and infection prevention and management
- Violence prevention and response

Outcome – Public Health

Beat the Street

Beat the Street is a national, evidenced based 8-week intervention designed to increase and sustain physical activity levels across a community. Public Health commissioned the intervention for Wolverhampton in 2016 and 2017.

By the end of the first programme in 2016 Wolverhampton participants rates of physical activity had increased from 36% on initiation to 50% by the end of the 12-month follow up period.
Early Intervention and Prevention

Wolverhampton aims to offer support at a much earlier stage, preventing the escalation of needs, wherever possible, and reducing the likelihood of problems emerging in the first place.

Early intervention services target the most vulnerable people, focusing on improving outcomes. Services aim to improve the resilience and well-being and ensure citizen are supported at the right time in the right place. They also aim to make a significant difference in reducing demand for statutory services and to provide support to families who are stepping down from statutory services.

Through better targeted early interventions, the council prevents or delays a loss of independence and thus reduce the need for more expensive health and social care services in the future.

The commissioning work activity within this theme include:

- Employment Support
- Short Breaks
- Information Advice and Guidance
- Advocacy Services
- Housing Support
- Floating Support

Outcome – Early Intervention and Prevention

Jack’s story

Jack is 12 years old and lives with his parents in privately rented house in Whitmore Reans. Jack’s school had reported that he has shared heated arguments with his father – Rosie is the allocated social worker for the family and has been visiting regularly. Rosie has with Jack’s consent arranged for him to have a short break from the family and for his parents to have some parenting support.

Indeed, Jack has benefited from a short break service, he has made new friends, is now taken up playing sports and gets on better with his family.
Personalised Support

Personalisation encompasses all people who receive a Care Act 2014 assessment from the council. The assessment identifies whether the person has eligible care and support needs. (Eligible needs are those that qualify for help from the council). This means that some needs will be supported, but others may not. Personalised Support helps facilitate this by helping people who may require support in directing their own support. Some or all this help or support may already exist in local communities, i.e. within council services and wider community resources.

Personalised Support allows for:
- A continued focus on assets, reablement and recovery;
- Support for people at home;
- A reduction in people using care homes and long term care;
- A reduction in dependency on care and support services;
- A sustainable Provider market;
- Providers to focus on quality and so help retain care workers;
- Service design linked to ‘need and outcome’ rather than age specific;
- A culture change in our own and partner’s services

The commissioning work activity within the Personalised Support theme is as follows:
- Community Reablement
- Community Equipment
- Home Care
- Personalised Support
- Quality Assurance & Compliance
- Contract Management
- Personals Budgets
- Individual Service Funds (ISF’S)

Outcome – Personalised Support

Peter’s story

Peter is an adult with a Learning Disability. He lives with his mum at home. For years, He has been receiving domiciliary care through a commissioned service for two calls a day to support him with Administration of medication and prompting with some of his activities for daily living while mum is at work. Peter attended a learning disability network group where he learnt about Direct Payment. He was given accessible material which with the support of his social worker, enabled Peter to become a Direct Payment user.

With the support from his mum, Peter has full control over his support plan, he can choose when and how support is arranged. Peter has more flexibility, control and now take part in developing more accessible materials to make Direct Payment information easier to understand for people with a learning disability.
People’s Directorate – Commissioning Strategy 2018-2021

Specialist and Targeted Support

Commissioning specialist and targeted support implements the city-wide aim to:
Promote independence for people with disabilities so that vulnerable people can live independently and have choice and control over their lives.
Strengthens families where children are at risk by targeting effective early help and support will strengthen families, keep children and young people safe and improve their life chances.
Commissioning in this thematic approach brings about real improvements to communities and the lives of people most in need providing the opportunity to identify and address deep rooted social issues that affect most people who use our service in an efficient way rather than tackling them by client group.

The commissioning team are part of the city-wide project ‘supporting life choices’ a transformation project to make sure those with learning, physical and mental health disabilities are able to live the most independent life possible for them.

There is a framework of supporting living care providers which offer individual care and support. Children in Care (looked after children) and children and young people ‘on the edge of care’ can access specialist support to meet their needs. The commissioning team commission residential provision, foster placements, independent visitors and therapeutic support.

The commissioning team work collaboratively with colleagues in health to make sure children and young people and adults with mental health needs can access support to improve emotional wellbeing and mental health.

The commissioning work activity within the specialist and targeted support theme is as follows:

- Children in care - sufficiency strategy
- Young people under 18 supported housing
- Services to support children in care (residential and fostering framework, independent visitors, adoption agency).
- Children leaving care
- Emotional wellbeing and mental health service – working closely with NHS Child and Adolescent Mental Health Services
- Housing related support for vulnerable people including those with learning disabilities and adult mental health needs
- Supported living framework of care providers for vulnerable people including those with learning disabilities and adult mental health need
- Children and Young People’s Plan
- Services and approaches to support people who have autism
- Implementing shared lives – where adults with learning disabilities can live in a shared home receiving support

Outcome – Specialist and Targeted Support

Asya’s story

Asya became depressed following the unexpected death of her husband. She has not worked since encountering the depression but had previously worked in a school as a classroom assistant. Asya had been admitted to a psychiatric hospital for long spells on some occasions. She wants to work and is under pressure from the Department of Work and Pensions (DWP) to do so but has lost her confidence.

The Housing Manager referred Asya to the Floating Support Service to help build her confidence and self-esteem. As result of this support, Asya is now a volunteer at her the local charity shop and visits her community centre where she meets regularly with people and learns new skills. Her self-esteem has improved and she has made a lot of new friends.
Long Term Support

Long term support is available for people who need ongoing support either in their own homes or in some sort of care and support setting. There is an overarching aim to reduce the number of people living in residential care and increase the number of people living in their own homes.

The long term support commissioning team is taking a whole city approach to the development and oversight of the care market ensuring equality of access regardless of a person’s needs, achieving value for money and the delivery of quality local services.

The commissioning team work closely with council partners placing “pipeline” housing schemes for vulnerable people into the city-wide housing offer. This allows people to stay in the city, close to their families and friends and supports an asset based approach to the delivery of support.

The development of a vibrant extra care offer for older and vulnerable people seeks to promote peoples independence through the use of assistive technology, access to the local community and a desire to create environments that achieve better outcomes for the people living in the schemes.

The commissioning team are working collaboratively with colleagues in health and the third sector to enhance the and improve the range of support available for people with dementia.

The commissioning work activity within the Long Term Support theme is as follows:

- Development of the extra care offer
- Development of supported housing for vulnerable younger adults
- Supporting the delivery of the Supporting Life Choices programme
- Oversight of the residential and nursing home market
- Support for people with physical and sensory disabilities
- Support for people with dementia across the total care pathway
- Contract management

Outcome – Long Term Support

Mr Jones’ story

Mr Jones was not eating and had started to self-neglect, he had a fall and was admitted to a ward at the Royal Wolverhampton Hospital. The Social Worker finds out that he lives on his own and never saw his neighbors or family. Mr Jones told the Social Worker he was very lonely and felt isolated in his flat. The Social Worker arranged for Mr Jones to visit an Extra Care Housing Scheme in Wolverhampton to see if he would like to be referred to a scheme.

Mr Jones moved into the scheme four weeks later and is now eating cooked meal and is gradually feeling better. Mr Jones feels safe in his flat and now attends many activities with the other tenants at the scheme.
You can get this information in large print, braille, audio or in another language by calling 01902 555469

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