

Buckinghamshire Children's Joint Commissioning Strategy 2007-2010

1] Introduction

This document sets out the joint commissioning strategy for Buckinghamshire. It compliments the "Commissioning Principles & Framework" document previously agreed by the Children & Young People's Trust. Its purpose is to set out the priorities for joint commissioning work and their rationale for the next three years, and to set out further aspects of the context for this work not already covered in the "Commissioning Principles & Framework". For ease of reference in a stand-alone document it will re-iterate some aspects of the Framework.

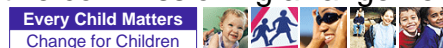
1.1 The Vision Statement of the Children and Young People's Trust is:

"In Buckinghamshire we want all our children and young people to have the best start in life and to be able to lead safe, healthy and fulfilling lives, and to be able to make a positive contribution to their communities and to society. Our aim is to ensure access to a range of universal services as well as developing more targeted services to meet their specialist needs."

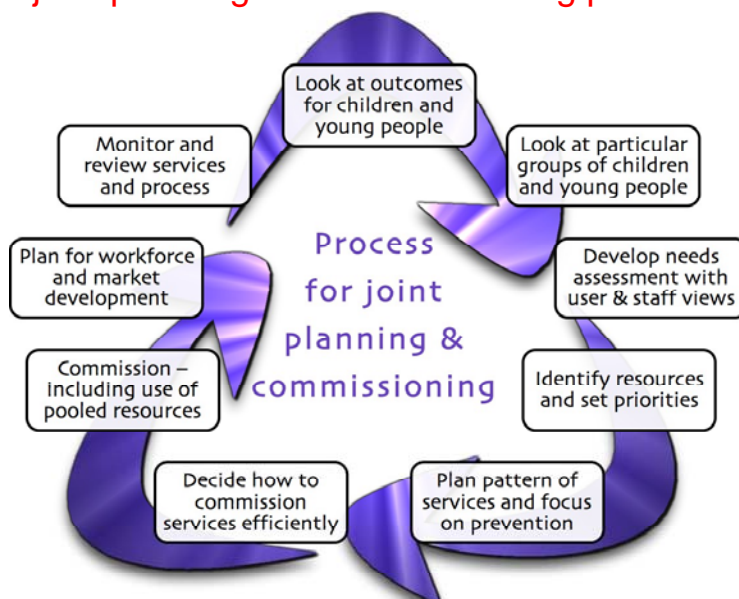
1.2 The definition of commissioning adopted in Buckinghamshire is:

"The process of assessing need, identifying resources available, planning how to use the resources, arranging service delivery (as opposed to operational management), and reviewing the service and reassessing need...Commissioning creates the levers for service change...Integrated commissioning will bring innovation, value for money and improved services that cut waste and duplication"

1.3 The Every Child Matters Commissioning Cycle will be the basis of establishing effective commissioning arrangements:



joint planning and commissioning process



1.4 The core principles of commissioning adopted in the “Commissioning Principles & Framework” already agreed by the Children and Young People’s Trust are:

- All decisions are based on a clear rationale for improving outcomes for children and young people.
- Commissioners should make sure that outcomes are sustainable in the long term.
- Children, young people, their families and communities must participate meaningfully.
- There is one strategic plan for children and young people’s services in the local area.
- Commissioners have a strategy to move resources to preventative and early intervention services.
- Commissioning function exercises independence of decision making for internal and external providers.
- Commissioners must ensure that approaches are compatible with EU and UK law, regulations and guidance. Decisions must be transparent and fair.
- There should be only one strategic commissioning plan for all children’s services for all children and young people in Bucks.

2] Why a Joint Commissioning Strategy?

2.1 Purpose & Rationale

The purpose is to set out:

- how partner agencies will jointly commission services based upon the “Commissioning Principles & Framework”.
- the priorities for joint commissioning work for the next three years.
- their rationale.

The first is explained in section 3 “Commissioning Resources and Arrangements”.

The second and third are explained in section 4 “Priorities for Action”

This work will be carried out in the context of:

- the Children and Young People’s Plan, which has been refreshed in the light of the 2006 Joint Area Review.
- the ten priority areas for joint commissioning work that have already been identified in the light of that Plan¹.

The benefits of joint commissioning is that it will help agencies together to:

- Target services to give the greatest impact on outcomes
- Avoid duplication of services

¹ See Appendix 1

- Ensure value for money & efficiency
- Develop co-ordinated services
- Share best practice
- Share expertise
- Share intelligence about needs

The rationale for a joint commissioning strategy is to take a strategic view as to which outcomes can be most readily improved through joint commissioning work.

2.2 Scope

The scope of joint commissioning encompasses all services where agencies have joint roles and responsibilities. This includes the majority of services. However, some commissioning is, by definition, single agency e.g. only the County Council has responsibility for home to school transport e.g. only the PCT has responsibility for commissioning acute paediatric services.

In contrast safeguarding and responding to the needs of vulnerable groups must always be a multi-agency concern.

Ten joint commissioning priorities for the next three years have been identified. These are listed in appendix one. They are matched with the 4 key values of the Children and Young People’s Plan.

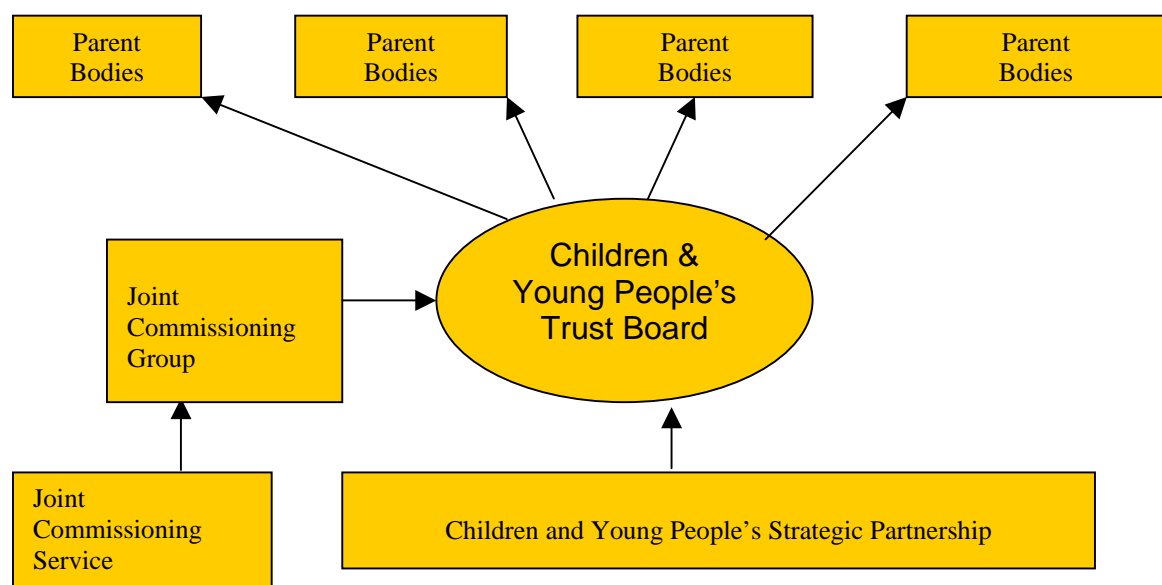
3] Commissioning Resources & Arrangements

The practical arrangements for this work to be carried out are:

3.1 The Joint Commissioning Group

A Joint Commissioning Group has been established reporting to the Children and Young People’s Trust²

Joint Commissioning Governance Arrangements in Buckinghamshire



² See Appendix 2 for the Terms of Reference of this group

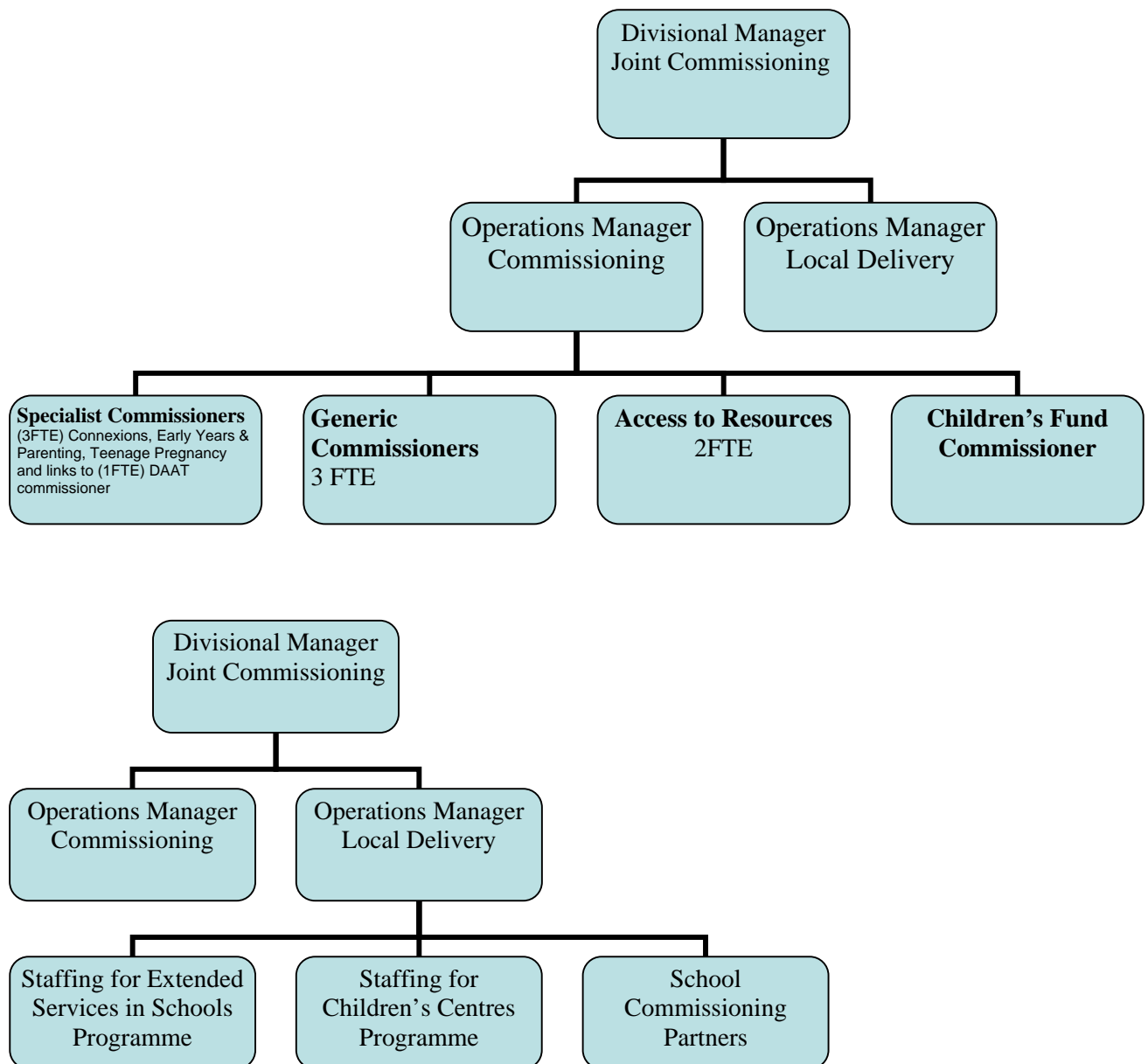
3.2 Pooled and Aligned Budgets

Whether it is best to pool or align budgets will be judged using an algorithm already agreed by the Children and Young People's Trust. This is shown in Appendix 3.

3.3 Children and Young People's Joint Commissioning Service.

New structures have been established in Buckinghamshire and from April 2007 the Joint Commissioning arrangements include Extended Services, Children's Centres and Access to Resources (predominantly focussing on low volume, high cost placements). A PCT funded Health Commissioner will also work within this structure.

Joint Commissioning Team Structure



3.4 The Role of Schools in Commissioning

Work with schools as part of the extended services in schools programme will be the route to enhance, develop and co-ordinate schools' role in commissioning services to meet the needs in their own locality. In addition School Commissioning Partners will work to develop school place planning and the development of the school capital programme.

3.5 Practice-Based Commissioning

In health services practice-based commissioning is a response to the need to address local priorities and promote choice. Increased emphasis on practice-based commissioning by GPs is a key theme of "Creating a Patient-led NHS" [2005]. This could see GPs purchasing a variety of services. Exactly how this will impact on commissioning arrangements is uncertain, but it will be important to avoid fragmentation and maintain a strategic approach through partnership work.

3.6 Market Management and Third Sector Development

Market management has the following objectives:

- A] to ensure that all the services required in Buckinghamshire are available in or near Buckinghamshire, delivered consistently to the standard required.
- B] to grow and develop the number of available providers In order to ensure choice and value for money.
- C] to ensure a "fair playing field" upon which in-house, private and third sector providers can compete.
- D] to develop the third sector market in the context of the "Compact"

Market management and development will take various forms including the use of regular provider forums, and "soft market testing" i.e. discussion with providers about the potential for developing service provision in the light of our needs.

3.7 Workforce Development

There will be close links with the workforce development programme, so as to ensure that the supply of suitably trained and qualified practitioners matches the profile required.

3.8 Links with Procurement

There will be close links with procurement and contracting colleagues in both the County Council, PCT and other bodies so as to ensure that all services are contracted in accordance with local standing orders and procurement regulations.

3.9 Outcomes Framework

a] Monitoring and review

All contracts will include a cycle of monitoring and review so as to ensure the delivery of outcome-based performance targets.

These targets will be:

- Quantitative by output
- Quantitative by outcome
- Qualitative by output
- Qualitative by outcome

	QUANTITATIVE	QUALITATIVE
OUTPUT or EFFORT	e.g. units of service delivered	e.g. process measures such as waiting times, or assessment time-scales
OUTCOME or EFFECT	e.g. ECM outcomes framework measures	e.g. consumer feedback

This will dovetail with work to develop **Result Based Accountability (RBA)**³
The approach uses performance measures to improve performance using 7 Questions⁴

1. Who are our customers?
2. How can we measure if our customers are better off?
3. How can we measure if we are delivering services well?
4. How are we doing on the most important of these measures?
5. Who are the partners that have a role to play in doing better?
6. What works to do better, including no-cost and low cost ideas?
7. What do we propose to do?

³ Friedman, 2005, 'Trying Hard is Not Good Enough..' How to produce measurable improvements for customers and communities. A methodology to evaluate impact on outcomes, using Results Based Accountability (RBA) is set out in the 'Turning the Curve Toolkit'³ published under the auspices of the Every Child matters programme. The toolkit takes the reader through the essential aspects of data collection on local needs to carrying out a 'Turning the Curve' to improve outcomes exercise with different populations, communities, parents, young people, practitioners and strategic managers.

⁴ Friedman 2005, 'Trying Hard is Not Good Enough'

The way that this approach distinguishes between effort and effect is illustrated in the following diagram:

	QUANTITY	QUALITY
EFFORT	HOW MUCH DID WE DO?	HOW WELL DID WE DO IT?
EFFECT	IS ANYONE BETTER OFF?	IS ANYONE BETTER OFF?

b] Quality Assurance

All contracts will include quality standards that can be monitored so as to ensure the overall quality of provision. This will include consumer feedback.

3.10 Participation

- a] Participation will be an element of all needs analysis work
- b] Participation will be an element of all consumer feedback gathering
- c] The benchmark used for participation work will be the “Hear by Right” standard

4] Priorities for Joint Commissioning Action

Ten priorities have been identified. These are based upon the needs highlighted in the Children and Young People’s Plan⁵, and the 2006 JAR report⁶. These two documents probably represent the most comprehensive multi-agency assessment of priorities for children, young people and their families ever carried out in Buckinghamshire. So they give a robust basis for developing further work. There is still a need to improve and refine needs assessment and this will be an explicit goal of the commissioning work. In the ten priority areas the commissioning strategy for each of them will either be developed for the first time or reviewed and up-dated where existing.

Table 1 shows the rationale for the priorities

Table 2 shows how the priorities are congruent with the Children and Young People’s Plan and JAR Action Plan

Table 3 shows the key issues for action within each of the priorities

⁵ See Appendix 3

⁶ See Appendix 4

TABLE 1: the rationale for the priorities

PRIORITY AREA	RATIONALE BY WHICH THIS IS A PRIORITY AREA FOR JOINT COMMISSIONING WORK
CAMHS	Highlighted in one of the 12 JAR recommendations for action
Parenting Skills	Rationale argued in document “Every Parent Matters” published by DfES 2006, but fits with local priorities such as BCC Corporate Plan.
Tackling Domestic violence	Research evidence as to [a] prevalence [b] link to safeguarding children effectively. Link to prevention strategy
Develop local provision through Children’s Centres, Extended Services & development of CAF and lead professional	Key projects within the Every Child Matters programme
Participation	A key imperative in the Every Child Matters programme
Improve achievement of Identified specific minority ethnic groups	Highlighted in one of the 12 JAR recommendations for action
Affordable leisure	Highlighted by young people
Promote Healthy schools	Imperative for the implementation of most aspects of the “Be Healthy” section of the Children and Young People’s Plan
Children & young people with complex needs [e.g. disabilities]	Action for vulnerable groups is a priority. This is a key vulnerable group. Escalation if needs unmet at lower tiers can require the use of high cost resources. Avoiding inappropriate escalation is also a priority.
Children & young people with complex needs [e.g. Looked After & Care Leavers]	Action for vulnerable groups is a priority. This is a key vulnerable group. Escalation if needs unmet at lower tiers can require the use of high cost resources. Avoiding inappropriate escalation is also a priority.

TABLE 2: how the priorities are congruent with the Children and Young People's Plan and JAR Action Plan

CYPP VALUE	PRIORITY AREA	EXISTING STRATEGIES	EXISTING TARGETS FROM JAR, CYPP, LAA or other key plan
PREVENTION	CAMHS	<ul style="list-style-type: none"> • Mental health & Well-being strategy • Prevention Strategy • NHS NSF 	CYPP LAA JAR Recommendation 9
PREVENTION	Parenting Skills	<ul style="list-style-type: none"> • Parenting Strategy • Prevention Strategy • Teenage Pregnancy Strategy 	CYPP LAA
PREVENTION	Tackling Domestic violence	<ul style="list-style-type: none"> • Prevention Strategy 	LAA
PREVENTION	Develop local provision through Children's Centres, Extended Services & development of CAF and lead professional	<ul style="list-style-type: none"> • Prevention Strategy • Children's Centres and Extended Services Strategic Plans • Local Delivery Plan • Every Child Matters 	CYPP LAA
PARTICIPATION	Participation	<ul style="list-style-type: none"> • Participation Strategy 	JAR Recommendations 3 & 7
TACKLING UNDER ACHIEVEMENT	Improve achievement of Identified specific minority ethnic groups	<ul style="list-style-type: none"> • 14-19 Education & Training strategy • Attendance Strategy 	CYPP LAA JAR Recommendation 10
HEALTHY LIFESTYLES	Affordable leisure	<ul style="list-style-type: none"> • Countywide youth strategy • Local Transport Plan 	CYPP LAA
HEALTHY LIFESTYLES	Promote Healthy schools	<ul style="list-style-type: none"> • Healthy Schools programme • Prevention Strategy 	CYPP LAA
CROSS CUTTING VULNERABLE GROUPS	Children & young people with complex needs [e.g. disabilities]	<ul style="list-style-type: none"> • Children with Disabilities Commissioning Strategy • NHS NSF 	CYPP JAR Recommendation 12,
CROSS CUTTING VULNERABLE GROUPS	Children & young people with complex needs [e.g. Looked After & Care Leavers]	<ul style="list-style-type: none"> • District Council Housing Strategies 	JAR Recommendations 11 & 12 , LAA

TABLE 3: the key areas of focus for joint commissioning work in each of the priority areas. These are chosen on the basis that they are significant levers for improving outcomes.

PRIORITY AREA	FOCUS OF JOINT COMMISSIONING WORK
CAMHS	<ul style="list-style-type: none"> • Improve accessibility including achievement of a single system of access, so as to ensure all groups reached so as to improve outcomes • Monitor effectiveness of interventions so as to ensure evidence-based practice leading to improved outcomes. • Prevention: deal with more work at lower tiers of service, so as to prevent inappropriate escalation, and thereby improve outcomes.
Parenting Skills	<ul style="list-style-type: none"> • Increased focus of services available, so as to maximise impact on outcomes. • Ensure quality assurance system in place, so as to ensure effectiveness of intervention so as to improve outcomes. • Increase accessibility for vulnerable groups, so as to ensure all groups reached so as to improve outcomes .
Tackling Domestic violence	<ul style="list-style-type: none"> • Prevention, so as to decrease negative outcomes. • Better and earlier identification, so that earlier intervention may improve outcomes. • Implement national best practice guidance, so as to ensure effective local intervention so as to improve outcomes. • Ensure protection and support of affected children so as to ensure positive outcomes re safeguarding and mental health & well-being.
Develop local provision through Children’s Centres, Extended Services & development of CAF and lead professional	<p>Improve outcomes through:</p> <ul style="list-style-type: none"> • Earlier intervention • Improved accessibility • Integrated assessment & intervention across services <p>And as a means to that end:</p> <ul style="list-style-type: none"> • Meet programme targets for expansion of Children’s Centres and Extended Services • Achieve a range of services tailored to local need in each location • Commission CAF and Lead Professional development • Commission children’s services clusters
Participation	<p>Improve outcomes by tailoring services to meet needs, and to improve participation as a means of achieving that. Improved participation will be delivered by :</p> <ul style="list-style-type: none"> • Increased range of opportunities for young people to be involved in participation, so as to improve both “width” and “depth” of responses • Using participation feedback to influence service provision • Using “hear by right” standard in commissioning services

Improve achievement of Identified specific minority ethnic groups	<ul style="list-style-type: none"> • Improve achievement outcomes of under-achieving groups in line with the targets set in the LAA and JAR action plans • Improve achievement outcome in relation to those identified as both NEET and EET
Affordable leisure	<p>Through affordable, accessible and appropriate leisure opportunities increase participation in activities promoting positive outcomes. This will include:</p> <ul style="list-style-type: none"> • Decrease rate of increase in obesity through active lifestyles • Decreased drug and alcohol consumption
Promote Healthy schools	<p>Improve health and other outcomes through the Healthy Schools programme by increasing the number of schools participating, and through the effective promotion and delivery of its four aims:</p> <ul style="list-style-type: none"> • To reduce health inequalities • To address social exclusion • To raise standards of achievement • To promote healthy lifestyles <p>This will require the joint commissioning of activities with the PCT</p>
Children & young people with complex needs [e.g. disabilities]	<p>Improve outcomes through:</p> <ul style="list-style-type: none"> • Commissioning/Re-commissioning respite care services • Review best use of special boarding school provision • Integration of services between health, social care & special education, so as to ensure single assessment, single point of access etc • Improved information • Closer partnership with adult social care services so as to ensure smooth transition
Children & young people with complex needs [e.g. Looked After & Care Leavers]	<p>Improve outcomes through:</p> <ul style="list-style-type: none"> • Fewer long-distance placements away from the Buckinghamshire community • Choice of placement [e.g. more foster carers] • Increased pool of suitable accommodation for care leavers

5] Review of the Strategy

The Joint Commissioning Group, a sub-group of the children and young People's trust will oversee the delivery of the Joint Commissioning Strategy through the Joint Commissioning Unit. The strategy will be reviewed annually by the Joint Commissioning Group with a report back to the Trust each April.

APPENDIX 1

Area	Commissioning Priority	Cross cutting
Prevention	<ul style="list-style-type: none"> • Child and Adolescent Mental Health • Parenting Skills • Tackling domestic violence (<i>prevention group</i>) • Develop local provision through Children’s Centres and Extended Services (inc. Lead professional and Common Assessment framework) 	<p align="center">Children with complex needs (inc. CWD, LAC)</p>
Participation	<ul style="list-style-type: none"> • Improve children and families participation in planning, monitoring and inputting into services (Hear by Right standards) 	
Tackling Underachievement	<ul style="list-style-type: none"> • Improve achievement of identified specific ethnic minorities 	
Healthy Lifestyles	<ul style="list-style-type: none"> • Affordable leisure provision for children and young people • Promote healthy schools 	

APPENDIX 2

TERMS OF REFERENCE Buckinghamshire Children and Young People's Joint Commissioning Group

Children and Young People's Strategic Partnership (CYPSP) Vision Statement (as stated in the CYPP and agreed by the Children and Young People's Trust Board):

"In Buckinghamshire we want all our children and young people to have the best start in life and to be able to lead safe, healthy and fulfilling lives, and to be able to make a positive contribution to their communities and to society. Our aim is to ensure access to a range of universal services as well as developing more targeted services to meet their specialist needs."

Please see Appendix One for children and young people vision statements.

Aim of Group:

In accordance with the agreed vision statement and the constitution of the Children and Young People's Trust, the Joint Commissioning Group will act as the primary commissioning group to plan the delivery of services to children and young people in Buckinghamshire.

The Joint Commissioning Group is accountable to the Children and Young People's Trust Board through the CYPSP and will regularly report to the Board all the business it conducts.

Chair:

Divisional Director (Commissioning and Business Improvement).

Support Officer:

Project Assistant ECM Programme

Age group covered: *0 to 19 years (up to 25 years in the cases of young people leaving care and those with special needs).*

Groups affected: *Children and young people, parents and carers.*

Key Responsibilities:

The Constitution of the Children and Young People's Trust in Buckinghamshire states

"The Trust Board will be the key driver to ensure the effective commissioning of all services to children and young people in Buckinghamshire. To support this work a Joint Commissioning Service has been established which shall feed into the commissioning work of the Trust Board. This service operates currently in parallel to the Joint Commissioning Group.

The Joint Commissioning Group which operates as part of the CYPSP shall inform the development of future commissioning arrangements within the Trust area. Through its role in monitoring the work of the CYPSP the Trust Board shall receive reports from the Joint Commissioning Group and/ or from the CYPSP on this issue.

The Trust Board shall also ensure input by all represented organisations into the development of commissioning arrangements by virtue of its role as strategic lead on commissioning and shall require the CYPSP to task the joint commissioning service group in accordance with that lead.

Links to other Groups:

- *Be Healthy Outcome Group*
- *Stay Safe Outcome Group*
- *Enjoy and Achieve Outcome Group*
- *Make a Positive Contribution Outcome Group*
- *Achieve Economic Well-being Outcome Group*
- *Information Sharing Outcome Group*
- *Participation Outcome Group*
- *Workforce Reform Outcome Group*
- *Prevention Outcome Group*
- *NSF group*

Meeting frequency:

*12 times per year for 2 hours per meeting
1 conference annually.*

Support requirements:

- *Business Support.*
- *Administration.*
- *Participation:*
 - *Children and young people.*
 - *Parents and carers.*

Membership:

NAME	JOB TITLE	ORGANISATION
<i>Chris Munday</i>	<i>Divisional Director: Commissioning</i>	<i>BCC</i>
<i>Stephen Bagnall</i>	<i>Divisional Manager: Joint Commissioning</i>	<i>BCC</i>
<i>Jennifer Perkins</i>	<i>Generic Commissioner</i>	<i>BCC</i>
<i>Frances Powell</i>	<i>Group Manager Policy, Planning, Commissioning & Developments</i>	<i>(BCC)</i>
<i>Chris Petford</i>	<i>Associate Director Commissioning Bucks</i>	<i>PCT</i>
<i>Judith Dean</i>	<i>Head of Commissioning Bucks</i>	<i>PCT</i>
<i>Jim O Shea</i>	<i>Partnership Manager</i>	<i>Thames Valley Police</i>
<i>John Everson</i>	<i>Commissioner</i>	<i>Connexions Buckinghamshire</i>
<i>Suzie Yapp</i>	<i>DAAT Team</i>	<i>BCC</i>
<i>Sharafat Ali</i>	<i>DAAT Team</i>	<i>BCC</i>
<i>Olwen Stovold</i>	<i>Early Years</i>	<i>BCC</i>
<i>Linda Jarvis</i>		<i>LSC</i>
	<i>Head of Service, Youth and Community</i>	<i>BCC</i>
<i>Jeremy Beake</i>		<i>Wycombe District Council</i>
<i>Carl Cheevers</i>	<i>Youth Strategy Officer</i>	<i>Aylesbury Vale District Council</i>

Other members to be identified and invited as required

Appendix 1

Young people's Vision Statement:

"As young people living in Buckinghamshire we want a safe and friendly community. There should be something for everyone to do and get involved in. Good and affordable transport should be available allowing us the freedom to get around. Young people should have the right to have their say and be listened to."

Children's Vision Statement:

"As children in Buckinghamshire we want to feel safe and we want to be healthy. To be safe we need more safe routes to school and we would also like to feel safe when we are walking around. Also, lots of children don't want to go to school because they don't feel safe and we would like more security and CCTV in all schools so none of us get injured."

Another way to help children is healthy living. We would like more activities before and after schools to stop kids from just sitting around in the house. We would be thankful if we had more sports equipment to help us keep in shape. We could also do with more activities to keep adults healthy. Finally, we would like our parents not to work so hard to pay the bills so that we could spend more time with them."

Appendix 2

Target Owners Role Specification

The role of Target Owners is to lead and coordinate the work required to meet their agreed target (s).

The following tasks are minimum requirements to achieve this:

- *Produce a target as required by the CYPP.*
- *To produce and submit a Delivery Plan for each target using the format required by the Shadow Children and Young People's Trust Board.*
- *To attend CYPSP Outcome Group meetings as required by the Outcome Leads.*
- *To provide regular progress reports as required by the CYPSP (quarterly) and the Shadow Children and Young People's Trust Board (six monthly).*
- *To alert the CYPSP of issues that will affect the effective delivery of the CYPP.*

APPENDIX 3: POOLED BUDGETS

