

## **Joint Commissioning Group Annual Report 2010/11**

### **1. Chairman's Introduction**

The three-year strategy adopted by the Trust in 2007 established that the Joint Commissioning Group [JCG], a sub-group of the Children and Young People's Trust [CYP Trust], would oversee the delivery of the Joint Commissioning Strategy through the Joint Commissioning Unit. The group meets bi-monthly, and is chaired by Chris Munday, Divisional Director for Commissioning & Business Improvement within the County Council. A regular "tracker" report to the Trust details current commissioning activity.

In 2007 it was agreed to give priority to 10 areas of commissioning in a phased way over the three years. In 2011 the strategy has been refreshed in the light of new priorities and funding.

During the year important themes addressed by the JCG were:

- Cost benefits of cross border commissioning/tendering processes and arrangements
- Challenges and pressures facing partner organisations due to changes in central strategic direction and how this may affect young people's provision in Bucks
- Exploring stratification/ tiering of service provision to meet demand in the context of reducing resources.
- Obtaining service user feedback, finding out what difference has the project made to the Service users in inform commissioning activity.
- Improving contract monitoring systems for effectiveness, efficiency and consistency of monitoring outcomes against the Outcomes Based Accountability Model across the organisation.
- Achieving savings and efficiencies.
- Improving and broadening partnership working.
- Development and commencement of a commissioner post graduate programme. This will result in a majority of commissioners obtaining 'PG Cert Applied Commissioning' on completion.

This has been informed by a national context of continuing to deliver and improve outcomes whilst making savings. Key factors here have been:

- Change of Government with major policy changes and reforms such as Health Service reform and the rapid expansion of Academies
- A large number of major Policy Reviews and consultations
- Reduced Funding of Public Services including in year cuts to budgets.
- Efficiency savings will require both more joint commissioning with partners both in Buckinghamshire and regionally.

**Chris Munday**

**Chairman Joint Commissioning Group**

## **2. Key Themes and Activities in 2010/11**

This is set out in the 2010/11 tracker document routinely submitted to the CYP Trust  
Activity included:

### **Children and Young People in Care and Adoption Services**

- Leisure Card established
- New purchasing framework for supervised contact
- New local residential placements available through collaborative work with other LAs
- Re-commissioning Birth Relative Support Counselling
- Outsourcing Notified Adoption Applications
- Commissioning care placements to the value of £10m
- Partnering relationship created with Milton Keynes Council re external placements
- Partnering relationships created with three Independent Fostering Agencies and residential care providers

### **Education and Training**

- Commissioning education placements to the value of £12.5m
- Commissioning a major capital programme [reported separately]
- Commissioning a new Speech and Language Service to start in October 2011
- Commissioning residential placements for young people aged 16-25 with a learning difficulty and/or disability (LDD) to the value of £2.6m
- Building local capacity in relation to learning provision for young people with LDD
- Renegotiation and re-specification of the Connexions Service following cuts to Area Based Grant [ABG] in July 2010
- Successful handover of statutory responsibility to provide education and training provision for young people aged 16-19 to the LA from the Learning and Skills Council
- Statement of 16-19 Commissioning Priorities for Buckinghamshire produced with a comprehensive technical annex outlining the Local Authorities priorities for the development of post 16 education and training for AY 2011-12.
- Re-specification of the SLA for Education, Business Partnership (EBP) provision and services for 2010-11, with a greater focus on employer engagement and apprenticeship growth.
- Re-negotiation of the KS4 School Engagement programme delivered to 250 young people at risk of permanent or fixed term exclusion across the county
- Food hygiene training to 1000 Year 6 students
- Meal preparation training to children and their parents in schools where obesity had been self identified as a problem.

### **Disabled Children**

- Reaching Full Service Offer for Aiming High for Disabled Children [AHDC] ahead of the end of the programme with associated contracts commissioned

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- The Workforce Development Plan facilitated increased access to a variety of training modules aimed at short break carers, designed to support them to complete their Short Break Carer Standards
- New Framework contract for Domiciliary Care
- New residential short breaks contract with Action for Children

### Parenting:

- A range of evidenced-based parenting (EBP) programmes available
- With Think Family Grant 2010/11 established Family Intervention Project (FIP) & Parenting Early Intervention Programme (PEIP)
- Extended Services in schools programme met Full Core Offer [FCO] by Sept. 2010

### Transitions:

- Transitions Project joint with Adult & Family Well-Being services.

### DAAT:

- Monitoring key performance issues of commissioned contracts
- Resolving blocks to the commissioning process, e.g. inaccurate TUPE information
- Agreeing best practice commissioning process, e.g. price scoring mechanisms
- Ensuring value for money, efficiency and effectiveness and delivery of outcomes from existing service providers

### Early Years & Children's Centres:

- The final 11 children's centres, run by Barnardo's all reached Full Core Offer a year ahead of the timescales set by the DfE
- The children's centres capital programme has been successfully completed
- Childcare Sufficiency Assessment - targeted support and employers surveys
- The extension to "universal provision" for the Flexible Free Entitlement (FFE) offer for 15 hours early education for 3 and 4 year olds

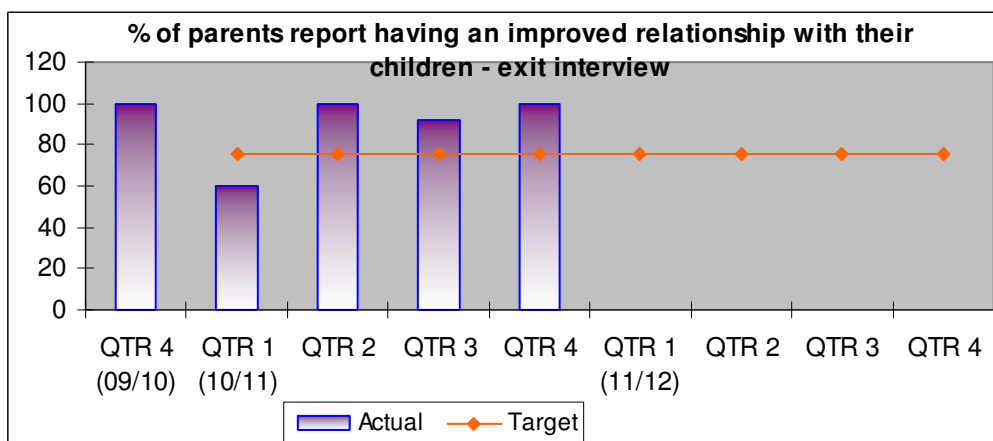
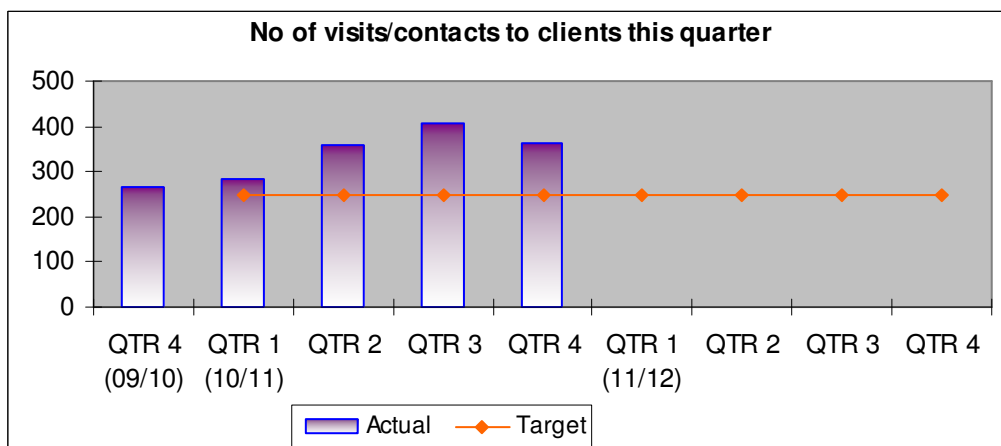
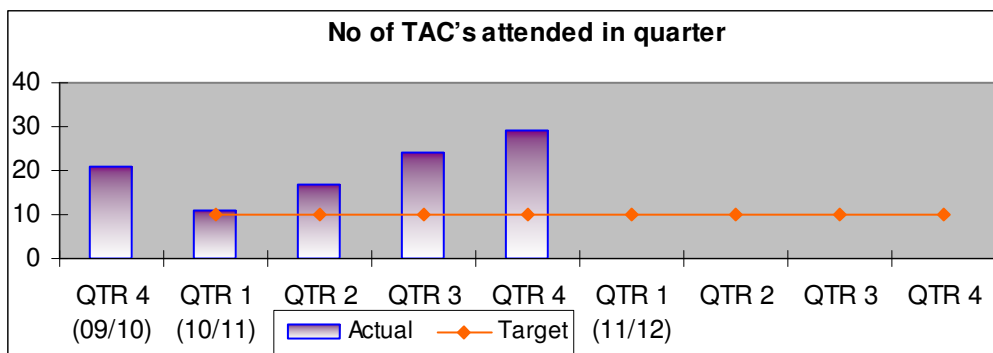
## 3. Progress

### 3.1 Reporting

Report cards including key outcomes are used for monitoring. These track key targets as in this example of the Barnardos "Support 4 Parents" Project where trained volunteers visit families

<b>Top 5 Key Performance Indicators:</b>	QTR 4 (09/10)	QTR 1 (10/11)	QTR 2	QTR 3	QTR 4
No of referrals received	34	28	26	24	31
No of families worked with so far this year		59	87	113	138
No of visits/contacts to clients this quarter	265	284	359	409	363
No of TAC's attended in quarter	21	11	17	24	29
% of parents report having an improved relationship with their children - exit interview	100	60	100	92	100

The report card then illustrates this graphically, with the orange line representing the target at the year start. The Connexions report card is shown as an appendix.



### 3.2 Progress improving impact and outcomes

Examples are:

#### Aiming High for Disabled Children

- Relatively fewer disabled CYP entering the care system. The number of Looked After Children over the whole year has gone from 438 (08/09) to 507 (10/11). This is an increase of 16%. In the same period the number of Looked after Children where disability is the main reason for the child being in care has gone from 41 to 35. This is a reduction of 15%.
- Significant impact on outcomes for disabled CYP: enjoying and trying new activities, making friendships, increased confidence, self esteem, development of skills and independence etc.

- Significant impact on outcomes for parents of disabled CYP: feeling more able to cope, feeling less isolated, improved relationship with child etc.
- Increased disabled CYP participation: disabled CYP becoming part of youth cabinet and tender processes
- Increased parent participation and parent led disability awareness training to universal services
- Improved access and outcomes for disabled CYP through capital programme to universal, targeted and specialist services
- The short breaks training was recognised by Bucks New University as a suitable pathway to Higher Education options and also by Together for Disabled Children [TDC] as an example of good practice to enable carers to access the Short Break Standards
- No. of disabled CYP receiving short breaks reached 992 a 76% increase on the previous year
- Increasing the range and volume of short breaks significantly: (from last year - 0.9% increase in all overnights, 10% increase in family based day hours, 62% increase in specialist group based hours and 49% increase in universal group based hours)

A survey was sent to all parents of disabled children, which showed the following:

- 76% agreed or strongly agreed that the short breaks provided sufficient break to allow them to continue to care for their children or children in their care.
- 79% agreed or strongly agreed that the short break allowed them to meet the needs of other children in the family.
- Between 80% and 90% agree or strongly agree that short breaks have positive impacts on family life and the life of the disabled child where attending these services, including their levels of confidence and self-esteem
- 57% of respondents said they had noticed an increase in information provided about short breaks since the beginning of the AHDC programme
- A high percentage rated the information on short breaks as good or very good (70%),

**Service user feedback**

*"The different activities on tables are of a good height to encourage him to walk - at home easier to get down on the floor with him. Come on with his walking."*

*"He's speaking a lot more now"*

*"A lot more confident - used to cry when left, now perfectly happy."*

*"Generally a little bit more confident and has helped prepare him for nursery."*

*"1-1 system has helped with speech and language. Has calmed down a lot - behaviour has really improved."*

*"Has continued to develop social skills."*

*"It is an ideal place for some sensory and communication challenged children where perhaps a normal school club or afterschool activity would not be suitable."*

*"Here child is happy and free in his skin with no-one judging his quirks. It provides a huge relaxation for me as his mum."*

*"He is able to participate in a relaxed and supportive environment and it gives him an opportunity to improve his social communication skills. This has helped his self esteem."*

*"This group is having a positive effect on my child and is great for our whole family."*

*"I am sure that she feels the benefits of the week and will be braver to tackle new challenges with her self confidence. I felt truly privileged to see the young people participating and growing in confidence in their abilities."*

*"He enjoyed it a lot and I think it helped his confidence, his interaction with others his gross and fine motor skill development especially."*

*"My daughter has complex needs, and requires 24/7 care. This can be very tiresome however the 3 hours per week which has been allocated to her are of great benefit to not only her but also my eldest daughter as it enables me to spend some quality time with her, to make her feel just as special as her sister."*

*"We were able to purchase some more sensory equipment, including a pop up tent, cause & effect toys, musical instruments, a large water/sand tray that allows for wheelchair access, large spinning top, role play resources and a new skittle game were amongst the many items."*

*"They have certainly made a difference to the children, motivating them to try something new and supporting their turn taking/ social/interactive skills."*

Outcomes recorded for key contracts are:

- 73% of service users reported increased confidence and self-esteem of the child (Bucks Activity Project – holiday provision and targeted 1:1 service)
- 73% of parents agreed their child has shown an increase in confidence or self esteem (recipients of direct payments)
- 83% agreed my child has shown an increase in confidence or self esteem (contract carer scheme)
- 88% of children/young people reported a positive impact on the development of their independence (All Ability Outdoor Education Programme)
- 81% of parents reported they feel more able to cope (Bucks Activity Project – holiday provision and targeted 1:1 service)
- 73% agree they are more able to cope with family life (recipients of direct payments)

Impact Data/ outputs for the whole AHDC programme:

- The numbers of children receiving a short break increased from 350 to 992 by the end of the programme. Therefore the number of children receiving short breaks overall increased by 183% since 2008 and by 76% since 2009/10
- The number of overnights overall increased by 8% since 2008 and by 0.9% since 2009/10.
- The number of family based day hours increased by 26% since 2008 and by 10% since 2009/10.
- The number of group based specialist day hours increased by 105% since 2008 and by 62% since 2009/10.
- The number of group based universal day hours increased by 86% since 2008 and by 49% since 2009/10.

## **CAMHS**

- Waiting times improved with 80% of young people seen within 4 weeks of referral
- High satisfaction rates from CYP e.g. 74% said their appointments 'were at a good time'.

- 90% of inpatient admissions 'gate-kept' by the CAMHS Outreach and Crisis Team thereby enabling these children and young people to be treated in the community rather than requiring hospital inpatient admission.
- 90% of Your Welcome targets achieved across Tier 2 and 3 (Department of Health guidance on making health services young people friendly).
- 98% of vulnerable groups of children and young people seen within 4 weeks of referral, with the majority seen within the first week of referral.
- Roll out of professional support line operational 9-5pm Monday to Friday with 450 calls received from a range of professionals working with children and young people in its first year e.g. school staff, community nurses, Connexions workers, GPs, Health Visitors.
- Development of specialist services for children exhibiting harmful sexual behaviour
- Implementation of a dedicated children's out of hours service
- Development of a care pathway for young people with eating disorders to prevent the need to use Tier 4 services

### Children's Centres

- The programme continues to make good progress on reaching families. 13,417 children aged 0-5 are now registered with a Children's Centre, which represents 48% of all 0-5s in Buckinghamshire; which compares to 6246 children (23%) this time last year.
- Most families drop-in as the need arises however there are 4,047 children who regularly attending activities (this is an average of 23 children per day per centre).
- The annual user satisfaction survey also showed an improvement on last year with:
  - 93% (88% last year) agreed or strongly agreed that the children's centres offer adequate opportunities where their child can play and learn new things.
  - 87% (65% last year) agreed strongly agreed the children's centre provides them with adequate information and support.
  - This survey also showed that parents feel that by attending the children's centre they have: Improved parenting skills (63%), Healthier lifestyles (47%), Returned to work or training (24%), Interacted more with their children (61%)

#### Service user feedback

*'Buckingham children's centre has provided a welcoming and friendly environment and the staff continually go out of their way to make an effort to make visitors comfortable and included. They are always going the extra mile'*

*'I cannot think of any improvements as i am entirely satisfied with my local children's centre'*

*'Particularly helpful for/during my sons first year & looking forward to attending with my 2nd son'*

*'I really enjoy going to the children's centre and have no problems with anything and would not change a thing.'*

### Children's Fund

- The Children's Fund has supported the Big Society agenda through continuing to offer a range of small value contracts (11 services with a total value of £164,060) with locally based grassroots organisations.
- 3699 children and young people are registered across the 11 services, which have engaged more than 80 volunteers. Services have engaged specific 'hard to reach' groups of children and young people, such as young carers, disabled, BME.
- All services annually survey their users. This year the overall feedback across all 11 contracts were:
  - 99% received positive parent feedback about the service they provider (e.g. service delivery, well run, satisfaction).
  - 96% of parents and careers either received support to access additional services or were supported and listened to by the commissioned service themselves.
  - 85% of service users parent and careers who were asked whether they were less isolated as a result of the service said yes.
  - 92% of parents and careers felt that their child had increased confidence and/or self esteem as a result of the service.

### Leisure card

- Service users were invited to comment on the project after six months and their Suggestions were used for improvement and changes:

#### Service user feedback

##### Children & Young People said:

They enjoy being able to use the card and learning how to respect the value of it. It makes them feel more responsible and independent.

They make own decisions on what they do as an activity.

Children have taken up new hobbies as ice skating, swimming.

It has given them an opportunity to be more active.

Some children have saved money to buy a gift for a special occasion.

*'let's me meet up with my friends', 'can go out more', 'it gets me out more often', 'it makes enjoying going to any kind of sports', 'you can go out more', 'because I can save my pocket money up', 'has helped me start going to the gym, which I always wanted to but couldn't. I've got friends at the gym and look forward to going every other day.', 'it has helped me to do more activities that I enjoy'*

##### Carers said:

This is a very good scheme and that support received from Bucks CC staff and Citi bank customer service was "very good" or "adequate"

### Connexions

Connexions' main objective is to support young people into education, employment and training through the provision of information, advice and guidance (IAG). This will reduce the number of young people not in Education, Employment or Training [NEET] and support progress towards the raising of the participation age to 17 in 2013 and 18 in 2015.

Funding cuts to the Area Based Grant during 2010/11 posed significant challenges to the Connexions Service and resulted in 15 redundancies during the early part of 2010/11 financial year. The process of reducing the contract value was done in partnership with Connexions Buckinghamshire and supported by business process remodelling using Lean Processes Methodology. The success of this work can be seen in the outcomes which were maintained during and after this significant change and will be rolled out to Connexions Buckinghamshire sister organisations in Berkshire and Oxfordshire.

The number of NEET 16-18 year olds has decreased by 13% over the past year, with Buckinghamshire continuing to rank 1<sup>st</sup> against statistical neighbours and have NEET levels well below regional and national averages. The number of 16-18 year olds who are "Unknown" to the Connexions service also remained low despite the reductions in Connexions staffing.

Buckinghamshire's ranking against statistical neighbours has improved from 3<sup>rd</sup> in March 08 to 1<sup>st</sup> in March 2011.

Local Authority Area	March 2008 (%)	March 2011 (%)
Buckinghamshire	82.7	88.1
South East Average	76.9	83.1
National Average	77.7	84.5

Staffing reductions have led to a decrease in the number of interventions over the past year. However, the contract is delivering a greater number of interventions than at the start of the contract despite this, and the disruption of major change.

All Interventions

	2008/09	2009/10	2010/11
	9516	11395	10128

Interventions with NEET clients

	2008/09	2009/10	2010/11
	1942	2535	2249

**Service user feedback**

*"Very helpful and very nice staff. I could feel safe telling Connexions anything. If I had any problems this is the first place I'd go."*

*"I think Connexions is really helpful and it has given me lots of helpful information about my future and what my life is like now."*

*"Connexions have made it easier for me because they have given me a lot of help and made me confident about finding an apprenticeship."*

*"My eldest son has been in lots of trouble at school and until recently we had the pleasure of working with one of your advisers, who is an absolute star, not only was she extremely good for my son but made me feel that she was on our side and would do all she could to help both me and my son."*

## Early Years

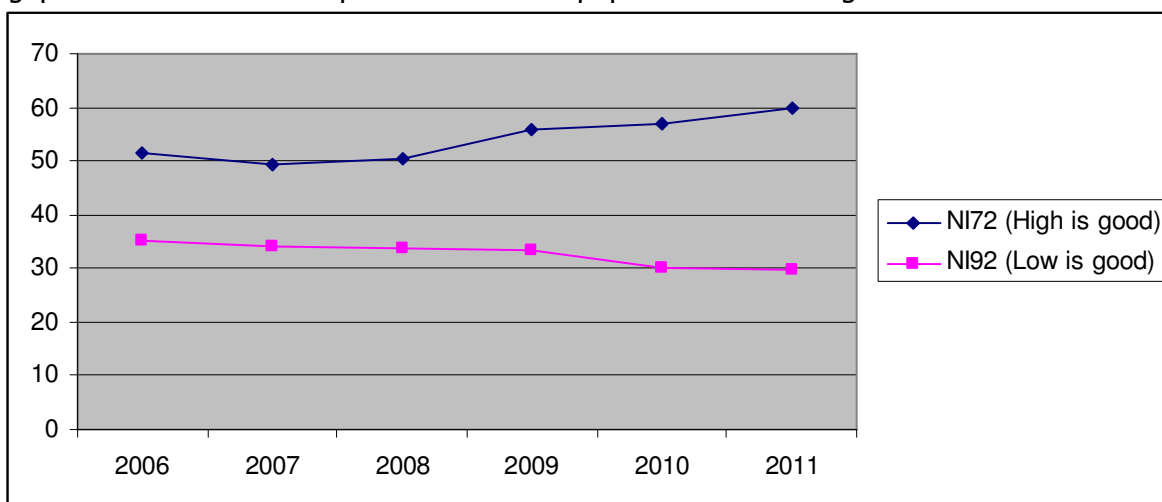
- The percentage of pupils reaching a good level of development at 5 increased to 57%, exceeding the target and above national average.
- The gap between the lowest 20% and the rest at 5 was reduced, exceeding the target and a smaller gap than the national average.
- The Buckinghamshire Community Childminding Network (BCCN) provided care for 281 children (up by 35%), supported 217 families (up by 21%) through 22,400 hours of care (up by 28.3%). 69 Childcare Workers qualified as Early Years Professionals
- 122 Small Capital Grants were awarded to a total value of £971,125
- 544 Story Sacks and 420 Diversity Resource Packs provided for childminders
- Bespoke school support packages supported by EYFS Consultants have proved successful in narrowing the gap between the 32 0–7 Alliance schools and the other schools in Buckinghamshire.

### NI72 - 'raising the bar'; pupils reaching a good level of development

The percentage of children scoring 78+ points overall and 6+ in all PSED and CLL scales has risen by 1.1% and the target of 54.5 was exceeded.

### NI92 - Closing the gap between the median and the average of the lowest 20%

The gap between the median points score of all pupils and the average score of the lowest



### Service user feedback

*Practitioners and OFSTED are identifying the impact the ECAT initiative has made on outcomes for children.*

#### OFSTED Comments:

*"Children are enthralled with stories and use the language of these stories in their role play. They are enthusiastic borrowers of story sacks to share with parents"*

*"Staff are excellent role models in their use of language and signing, helping children to make outstanding gains in the development of their speaking skills."*

#### Practitioner Comments:

*"I have gained in confidence as a practitioner which I have also been able to pass on to other members of staff."*

*"It has opened my eyes to the importance of catching speech and language problems early on."*

### **3.3 Progress in making savings and improving value for money**

#### **3.3.1 Cashable Savings**

Examples:

##### **[i] Birth Relative Support & Notified Adoptions**

- Savings of £21,099 per year for Birth Relative counseling and Notified Adoptions.

##### **[ii] CAMHS**

- Providing appropriate assessments services for those young people who exhibit harmful sexual behaviours. Negotiation for this service to be delivered within existing CAMHS contract price brings a £130k annual saving compared to previous spot purchase arrangements..

##### **[iii] Connexions**

- £350k cut from the Connexions contract mid year. Efficiencies primarily achieved through reduction in staffing levels, with introduction of lean systems and a re-specification of the service

##### **[iv] Domiciliary Care**

- Making savings through extending the choice of providers available of £3.44 per hour<sup>1</sup>

##### **[vi] Residential Short Breaks Service**

- The re-commissioning and integration of the service will provide financial efficiencies of £217k per annum for BCC (as well as savings for NHS Bucks) totalling £1,085,000 over the 5-year life of the contract. The contract started in October 11 so savings for 10/11 were £108,500.

##### **[vii] Cross Regional Residential Care Project**

- Two children were placed in the children's home part of the service from January. This created a saving of £18,000 to the end of March 2011.
- Four children were placed as day pupils in the school from the start of the January term. This saved £86,000.

#### **3.3.2 Examples of spend avoided or reduced**

##### **[i] Access to Resources**

- Successful negotiations with providers to reduce % fee increases/uplifts
- Actively challenging and reducing existing 'additional support' payments
- Successful negotiations to reduce contractual notice periods

##### **[ii] Drug and Alcohol Action Team**

- Cross border tendering/ commissioning initiatives
- Lead commissioning arrangements with NHS Bucks

##### **[iii] Speech and Language Therapy & Occupational Therapy**

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<sup>1</sup> Based on average rate of Domiciliary care since framework was implemented (November 2010) compared to average in October 2010 prior to framework.

- New jointly commissioned services will bring much greater control to budgets that have been exponentially growing over the last 3 years.

**[iv] Supervised Contact**

- Introduction of new purchasing framework has produced savings. Calculations based on different proportion of work going to the 4 providers in the framework agreement will deliver annual savings of £65,000- £85,000 per year compared to previous spot purchase.

**[v] Residential Placements for 16-25 LLDD**

- A total cost saving of £190k successfully negotiated with Independent Specialist Providers (ISP) of residential college placements for young people aged 16-25 with LDD.
- Capital, infrastructure and development work currently underway to reduce the reliance on costly residential college placements and increase capacity and quality of provision in county.
- Negotiated commissioning of residential placements at independent specialist providers (ISPs) for learners with learning difficulties and/ or disabilities (LLDD) aged 16-25 within YPLA budget allocation for AY 10-11, removing the financial risk to the LA.

**[vi] Aiming High for Disabled Children**

Short breaks enable children to remain with their families. If the increase in disabled Looked after Children had been at the same rate as for other Looked after Children then in 2010/11 there would have been 48 disabled Looked after Children. The number of Looked after Children in Bucks where disability is the main reason is 13 fewer that would have been expected. With an average cost of the placement alone of £40,248, this is a saving of £523,000. However, disabled children’s placements are likely to cost above average. £175k is the average cost for one external residential placement, so on this basis the saving is £2.275m.

**3.3.3 Longer term return on investment**

This is difficult to calculate but its importance has been highlighted in the Allen Review. Steps have been taken to do this. Examples are:

**[i] Children’s Centres: Holding Hands parenting programme**

As a trial a monetary value has been attributed to the intervention.

The results below are based on data collected from 25 children that were followed up at 2 months. One of the measures used to evaluate the effectiveness of the Holding Hands Programme was the Eyberg Child Behaviour Inventory (ECBI).

The total ECBI raw score for the intensity scale for the 25 children at pre, post and follow-up was calculated and is presented in the table below.

<b>Timing of Evaluations</b>	<b>Pre</b>	<b>Post</b>	<b>Follow-up</b>
Total Intensity Score	3676	2810	2598

Edwards et al, (2007 paper<sup>2</sup>), calculated the cost effectiveness point estimate at £73 per 1 point improvement on the intensity score.

<sup>2</sup> BMJ, doi:10.1136/bmj.39126.699421.55 (published 9 March 2007)

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Using Edwards et al (2007) calculations; the pilot study would provide the following savings:

a) Between pre-intervention and post-intervention:  $3676 - 2810 = 866$  fall

Overall cost saving= £63,218 for 25 children.

Per Child Saving = £2528.72

b) Between pre-intervention and follow up:  $3676 - 2598 = 1078$  fall in intensity score

Overall Cost saving= £78,694 for 25 children.

Per Child Saving = £3,148.00

### **[iii] Buckinghamshire Community Childminding Network (BCCN)**

BCCN has been evaluated by the Centre for Excellence in Outcomes for Children (C4EO) with a view to establishing the Social Return on Investment (SROI). Outcomes were evidenced and given a value. This was then compared to proxy values for non-intervention or changes. This resulted in a provisional SROI for the period 2010/2011 of £2.55 for every £1.00 invested (subject to confirmation of outcomes).

## **4. Looking Ahead**

Future challenges will in particular be affected by:

- The continuing need for savings and value for money
- The development of the Big Society agenda
- Major structural changes in Health and Education
- The drive to divert investment to prevention

Commissioning Priorities are set out in the Commissioning Strategy 2011-14, and Commissioning Activity in 2011/12 will continue to be set out in the 2011/12 tracker document routinely submitted to the CYP Trust.

## **Appendix**

An example of a Report Card



Critical KPI Data  
Report Conne...