

N-DAP Young People's Joint Commissioning Strategy 2008-2012 Part 2: YPJCG response to consultation

Thank you to everyone who took the time to consult on N-DAP's Young People's Joint Commissioning Strategy Part 2. This document outlines the comments that we received and our response to them.

Background:

Consultation on N-DAP Young People's Commissioning Strategy Part 2 was open between July 29th and October 14th, 2008. This involved the strategy and accompanying response form being sent to all partners and made available on www.nordat.org.uk and via the Norfolk County Council 'consultation finder'. In addition, a more accessible consultation form designed specifically for children, young people, parents and carers was distributed via specialist substance misuse agencies, schools, Children's Centres, Connexions and Norfolk Youth Offending Team, as well as being made available on www.norfolkblurb.co.uk and distributed at the Police Gala Day in August.

Overall response:

Six professional responses were received. Five of these supported in principle the proposal to commission a young people's integrated substance misuse service for young people in Norfolk. The sixth response did not indicate support or otherwise for the proposal.

There were few comments to indicate support or otherwise for the proposed re-tendering of the young people's criminal justice service.

Two hundred and forty three responses were received via the consultation form for young people, parents and carers. These included two hundred and twenty seven from children and young people, one from a parent and one from a carer. Ten responses received did not indicate whether the respondent was a child, young person, parent or carer. One hundred and fifty four (63%) of these indicated agreement that the proposed service would meet the needs of young people dealing with drug and alcohol issues in Norfolk. Sixty two (26%) indicated disagreement and twenty seven (7%) neither indicated agreement nor disagreement.

Where responses indicated specific issues to be addressed in the final draft of the strategy and/or in the implementation of the strategy these and the YPJCG's response to them are detailed below. As it was not made clear to respondents that their comments would be made public, the comments have been anonymised and where necessary, summarised by theme and/or edited. The full text of the consultation feedback was made available to the Young People's Joint Commissioning Group.

Responses from children, young people, parents and carers

The responses below have been summarised by theme.

| What do you think young people need to help them deal with drug and alcohol issues in Norfolk? | |
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| Young people need easily accessible support, advice and help. Suggestions of how this could best be accessed include telephone, email, drop in, and one to one sessions. | The YPJCG will aim to maximise accessibility in any new service specification. The proposed young people's integrated substance misuse service would include a single telephone number and one to one sessions. The feasibility of drop in and/or email access to support within this service will be considered. |
| Drug workers should be friendly and knowledgeable. | The YPJCG aims to ensure that workers are DANOS competent through service specification, training and workforce development. |
| Drug workers should be mobile. | The YPJCG will aim to ensure that the proposed young people's integrated substance misuse service offers interventions in a variety of accessible settings. |
| Services should be available in the evenings and at weekends. | The YPJCG will aim to ensure that the proposed young people's integrated substance misuse service offers advice, information and support via the single point of contact in the evenings and at weekends. |
| Young people need advice and information around the long term effects of drugs and alcohol. Suggestions of how this could best be accessed include workshops, videos, school visits, mentors, leaflets and posters. | The YPJCG aims to ensure that young people can access the information they need about the long term effects of drugs and alcohol. The proposed young people's integrated substance misuse service would offer substance misuse education in formal and informal settings and consultancy and support for universal services. |
| Young People need activities and places to go e.g. youth clubs, | The YPJCG accepts this and is confident that the proposed |

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| after school activities | young people's integrated substance misuse service would offer better opportunities for integrated working and would aim to ensure that the proposed commissioning intentions are implemented in line with the county's developing Integrated Youth Support Strategy. |
| Counsellors are a key source of help | The YPJCG will aim to ensure that the proposed young people's integrated substance misuse service offers counselling. |

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| Do you think the services that we're thinking of having will meet these needs? YES responses - Please tell us why. | |
| The service will offer support and advice. | The YPJCG will aim to ensure that these comments are borne out in the implementation of the proposed commissioning intentions. |
| Confidentiality is key. The single point of contact will be an easy way to contact some one with out having to speak to them face to face. | |
| Counselling is a good idea. | |
| Work with families will be beneficial. | |
| A variety of simple and easily accessible support will be offered. | |

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| Do you think the services that we're thinking of having will meet these needs? NO responses - Please tell us why. | |
| Young people will not want to go and talk to drug workers or counsellors. | The YPJCG accepts that this will sometimes be the case and will aim to aim to maximise accessibility in any new service specification. |
| The service will not stop young people misusing substances. | The YPJCG accepts this but is confident that the proposed commissioning intentions would contribute to a reduction in substance misuse by young people. |
| Young people may have issues around mobility that will prevent them getting to workers | The YPJCG will aim to ensure that the proposed young people's integrated substance misuse service offers interventions in a variety of accessible settings. |
| Substance misuse related needs do not exist in isolation. | The YPJCG accepts this and is confident that the proposed young people's integrated substance misuse service would offer better opportunities for integrated working to meet the holistic needs of young people. This will involve ensuring that the proposed commissioning intentions are implemented in line with |

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| | the Common Assessment Framework and the county's developing Integrated Youth Support Strategy. |
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| Is there anything else that you think we should be thinking of? | |
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| Young people should have a safe comfortable space to talk about their problems and to keep them off the streets. | The feasibility of drop in access to support within the proposed young people's integrated substance misuse service will be considered. |
| Friendly accessible staff should offer a variety of help to suit individuals. | The YPJCG agrees and will aim to ensure this in the implementation of the proposed commissioning intentions. |
| Young people who are drinking and smoking on the streets at night should be targeted. | The YPJCG agrees and will aim to ensure that the proposed young people's integrated substance misuse service offers outreach to these groups of young people. |
| More education about drugs and alcohol in schools. | The proposed young people's integrated substance misuse service would offer substance misuse education in formal and informal settings and consultancy and support for universal services. This service would complement work being taken forward by Healthy Schools and the Schools Drugs Advisor. |
| Young people need more sex education, better sex education and free condoms. | The proposed young people's integrated substance misuse service would offer better opportunities for integrated working with colleagues in sexual health. |

Responses from professionals

| Overall, is the draft strategy document clear enough? | | | | |
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| Yes | 1 | No | 2 | N/A |
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| If not, what issues need clearer or more detailed explanation? | |
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| Feedback | YPJCG Response |
| The document should include a section on what is understood about the needs of young people and how this has influenced the decision-making process and proposal design. | The 'Evidence sources' section explains and provides an overview of the evidence which has informed the commissioning intentions in this strategy. To try and keep this document as concise as possible, the evidence sources have been |

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| | 'signposted' rather than described in detail. |
| The document should link the commissioning intentions to the 5 ECM outcomes and the aims and objectives of the CYPPT and broader strategic objectives. N-DAP's outcomes may not be relevant to work with young people. There should also be clarity about how the arrangements support each of the five Every Child Matters outcomes. | Part 1 of the Young People's Joint Commissioning Strategy details how substance misuse can impact on a young person's chances of meeting each of the ECM outcomes. A statement has been added to link ECM outcomes to N-DAP outcomes. |
| The wording on 'performance expectations' (page 4) should provide more detail for those who may not be directly involved in strategic development. | A reference to NTA monitoring and information guidance document has been added. |
| It would be helpful if the document could identify the 'commissioner's responsibilities in relation to shared and separate drivers' referred to (page 9) and highlight their main influence. | The following statement has been added 'Membership, roles and responsibilities of the Young People's Joint Commissioning Group are detailed in the group's Terms of Reference. These can be requested from the DAAT offices by calling 01603 677577 or by visiting www.nordat.org.uk '. |
| It would be helpful if the concept of personalisation (page 9) could be explained with examples of how this may apply to the client group and individuals/groups who may wish to access it. | The explanation of personalisation has been kept short with the aim of making the document as concise as possible. In terms of how personalisation may apply to the client group and individuals/groups who may wish to access it, NDAP will be guided by the Drug System Change pilots described in the 2008 drug strategy <i>Drugs: protecting families and communities</i> , which will examine individual budgets and individual treatment planning in substance misuse service provision. Those wanting to learn more about personalisation are advised to visit: http://www.dh.gov.uk/en/SocialCare/Socialcarereform/Personalisation/index.htm |
| The reference for the four tiers model should be <i>The Substance of Young Needs</i> rather than <i>Essential Elements</i> . | The four tiers model is described in <i>Essential Elements</i> as stated. Detail of the origins of the model is not thought to be necessary to this document. |
| It would be helpful to define 'young people' and or to specify age | A paragraph on age has been added to section 4 |

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| criteria for the commissioning intentions. | |
| The cost of young people's commissioned services (page 7) should be revised to include that of the Matthew Project Youth team. | This has been revised |
| The definition of 'locality' (page 11) should be clarified. | 'Locality-based teams' has been amended to 'geographically focussed teams' |
| Is the commissioning intention to investigate the possibility of re-tendering or to simply re-tender? | Tenders to be invited for a new integrated specialist substance misuse service in 08/09 |
| It is dubious as to whether this strategy can be considered live from 2008. | 2008 – 2012 reflects the time period for the process of developing rather than the implementation of the commissioning intentions |

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| Under the commissioning intentions section, we have listed 2 commissioning intentions. Do you agree with these proposals? | | | | | |
| Yes | 1 | No | 1 | N/A | 4 |

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| If not, please comment | |
| The proposal would lead to a reduction in choice for service users | N-DAP's current substance misuse system affords one choice of service to young people at each level of need. Unfortunately, the partnership's financial situation means that it would be unviable to increase this within the proposed commissioning intentions. The YPJCG will aim to maximise choice (e.g. of delivery location, worker etc.) in the development of any new service specification where possible within financial constraints. |
| This proposal isolates substance misuse as an issue and that no collaborative approach with other services for young people has been put forward. | The proposal offers better opportunities for integrated working with wider children and young people's services. The YPJCG will aim to maximise these opportunities in the development of any new service specification. |
| The proposed model may not be achievable within the level of funding available. | Robust evidence demonstrates that the proposed model is the most efficient way of improving outcomes; meeting need; complying with national guidance and achieving performance expectations. Initial costings indicate that this model is achievable within current funding levels. |

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| It is not clear why re-tendering of the criminal justice service is proposed. | Re-tendering the service will ensure that N-DAP meets procurement requirements and achieves best value. |
| Current services are already stretched and there is very little latent capacity to exploit in the integration of services. | The YPJCG accepts that current services are already stretched. However, evidence shows that there are inefficiencies and unmet needs within the current system. Relative cuts in funding mean that these inefficiencies will have to be reduced in order to increase the capacity for the young people's substance misuse system to improve outcomes, meet need, comply with national guidance and achieve performance expectations. |
| The salary structures of current young people's substance misuse services differ significantly. Rationalisation could result in increased salaries and a lowered level of delivery. | The YPJCG accepts that this is a risk. This risk will be minimised by a service specification that encourages innovation. Bidders for the proposed service will be expected to demonstrate planned staffing structures which would enable required outcomes to be met as well as being efficient and affordable. These will not be specified by the YPJCG. |
| An increased focus on prevention and the introduction of family intervention services will have a negative impact on capacity to deliver the other young people's treatment interventions and hence on NTA performance figures. | The YPJCG accepts that this is a risk. This risk will be minimised by increased efficiencies in the system. |
| Long term efficiency savings may be cancelled out by the significant set up costs (including IT) required by a new service. | Robust evidence demonstrates that the proposed model is the most efficient way of improving outcomes; meeting need; complying with national guidance and achieving performance expectations. Bidders for the proposed service will be expected to demonstrate how set up costs would be kept within available funding levels. |
| Indicative figures suggest no inflationary uplift in 2009/10 and 2010/11. This will result in service cutbacks. | The YPJCG accepts that this is a risk. Bidders for the proposed service will be expected to demonstrate how service can best be maintained within available funding levels. |
| Young people want more service provision. The proposed service may be unable to deliver this. | The available evidence demonstrates the proposed model is the most efficient way of improving outcomes; meeting need; complying with national guidance and achieving performance expectations within the levels of funding available. |
| The proposed integrated service puts the relationship that young | 'Risk of loss of service recognition and trust for young people, |

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| people, families and professionals have with a provider in terms of 'brand recognition' and trust in jeopardy. | families and professionals' has been added to the Deliverability risk section of the Young People's Integrated Substance Misuse Service commissioning intention. The YPJCG will aim to ensure that this risk is minimised in the implementation of the strategy. |
| There is a risk of expertise being lost in this process. | This is acknowledged in the Deliverability risk section of the Young People's Integrated Substance Misuse Service commissioning intention. The YPJCG will work with providers to ensure that this risk is minimised in the implementation of the strategy. |
| There is a risk to the aspects of current service provision which are not funded by N-DAP. | 'Risk of loss of external sources of funding' has been added to the financial risk section of the Young People's Integrated Substance Misuse Service commissioning intention. |
| Consider developing current young people's substance misuse services into an integrated service. | Tendering the service ensures that N-DAP meets procurement requirements and achieves best value |
| There is a risk of destabilising young people's substance misuse service provision | This is acknowledged in the Deliverability risk section of the Young People's Integrated Substance Misuse Service commissioning intention. The YPJCG will work with partners to ensure that this risk is minimised in the implementation of the strategy. |
| There is a concern that an integrated model of delivery may be being seen as the panacea to the financial and operational issues currently being felt. | The integrated model should not be seen as a panacea. However it is more than a statement of faith. Robust evidence demonstrates that it is the most efficient way of improving outcomes; meeting need; complying with national guidance and achieving performance expectations within the levels of funding available. |
| Are we completely sure that this is the best way of re-modelling the system and why? | The YPJCG is confident that this model takes the best evidence available and provides the most efficient way of improving outcomes; meeting need; complying with national guidance and achieving performance expectations within the levels of funding available Decision is based on the following: Needs assessment National guidance Local knowledge Performance expectations Contract reviews |

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| We feel there is a need to separate out the preventative and educational service into a separate Tier one service. | Integration of universal services is intended to facilitate better continuity of care and more flexible use of staffing resources. |
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Further comments by theme:

| Transition from current service structure to proposed service structure | |
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| Uncertainties for agencies providing current services, could potentially prejudice the ability to continue the delivery of existing services through to October 2009, and may lead to a shortage of skills and knowledge at the point at which any new provider begins recruitment. | 'Risk of loss of considerable expertise and experience held by existing providers' is acknowledged in the Deliverability risk section of the Young People's Integrated Substance Misuse Service commissioning intention. 'Risk to service provision during transition period' has been added. The YPJCG will work with providers to ensure that this risk is minimised in the implementation of the strategy. |
| Contingency arrangements should be in place to safeguard against unforeseen delays or difficulties occur in letting the final contract. | The YPJCG will work with providers to ensure that this risk is minimised in the implementation of the strategy. |
| Arrangements must be put in place to identify and ensure continuity of treatment for young people whose cases will transfer to the new service. Transitional arrangements over to any new service will need to be managed effectively so as to ensure as little disruption as possible to service users. | 'Risk to continuity of care for service users' is acknowledged in the Deliverability risk section of the Young People's Integrated Substance Misuse Service commissioning intention. The YPJCG will work with providers to ensure that this risk is minimised in the implementation of the strategy. |
| The specification for the new service should include TUPE arrangements which ensure that where possible, existing staff are able to transfer to comparable posts in the new service. This should be announced as early as possible. | DAAT officers to consult with Norfolk County Council legal team as to whether TUPE would apply. |

| Strategic links | |
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| Commissioning arrangements should be congruent with the commissioning proposals currently before the CYPPT New arrangements must clearly map into Norfolk's Children and Young People's Plan | The following wording has been added to the commissioning intentions section: 'Norfolk Children and Young People's Partnership Trust The planning and commissioning of young people's health, social and education services in Norfolk falls under the Children and Young People's Partnership Trust. N-DAP has transferred accountability for the joint commissioning of young people's substance misuse services to the Children and Young People's Partnership trust Board. Commissioning intentions will be taken forward in line with the trust's developing integrated commissioning framework and the Norfolk Children and Young People's Plan' |
| The new service arrangements must map into CYPPT Area Strategies, and we would expect to see close working with Area CYP Partnerships in the development and implementation of the service specification itself. | N-DAP has approached Children's Services with a proposal around strengthening links with area partnerships with the aim of ensuring that local needs and priorities are reflected in the development and implementation of the Young People's Joint Commissioning Strategy and accompanying Substance Misuse Treatment Plan; and that the priorities of N-DAP are considered in the development of area Children and Young People's Partnership Plans. The YPJCG would welcome the opportunity to develop this further and to ensure that local needs and priorities are reflected in the implementation of the commissioning intentions. |
| We would also expect to see a close strategic relationship between the commissioned service and the range of other strategies including teenage pregnancy, Looked After Children, young offenders, CAMHS and Integrated Youth Support. | 'Integrated Youth Support for Norfolk – Implementation' has been added to Appendix 1. A Looked After Children Strategy will be added as and when it is developed. |
| Development of service specification | |
| The proposed service should have the capacity to engage in local multi-agency, multi-disciplinary arrangements such as the "Team Around the Child" model. The new arrangements should | The YPJCG agree and will seek to ensure this in the development of the service specification. |

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| also support CYPPT initiatives, such as the county-wide implementation of the CAF. | |
| We hope that N-DAP will build into the service specification the ability to respond flexibly to developing partnership arrangements | Commissioning intentions will be taken forward in line with the trust's developing integrated commissioning framework and the Norfolk Children and Young People's Plan |
| Existing service users should be involved in the design of the new specification and in the selection of the new provider. | The YPJCG will work with the Active Citizenship team to ensure that young people are involved in commissioning of the proposed service. |
| In line with CYPPT arrangements, the new specification should enable young people to access support and treatment up to and including age 19. | In line with NTA guidance and funding stipulations, the proposed commissioning intentions relate specifically to children and young people under the age of 18. However, some flexibility in terms of upper age limits will be accommodated where a person aged 18 or over has needs that are best met by a young person's service. |
| The specification should contain clear responsibilities and arrangements for ensuring that when appropriate, young people are fully supported to make a successful transition to adult treatment services. | The YPJCG agrees and will work with the AJCG through the service specification to ensure this. |

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| Monitoring Arrangements | |
| The new specification should ensure a focus on performance including the measurement of outcomes and reflection of the key priorities in the Norfolk Children and Young People's Plan. | The YPJCG agrees and will seek to ensure this in the development of the service specification. |
| The performance management of the new contract should be a continuous and on-going process. In addition to annual review, there should be regular performance meetings and reporting to the Young People's Joint Commissioning Group. We do not think that a formal annual review and a six-month interim letter will adequately ensure this. The proposed contract monitoring arrangements will not contribute to the raising of standards and improved performance. | Additional wording around contract monitoring via NTA green reports and DAAT core data set has been added. |

| Finance | |
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| Consideration needs to be given to actual cost savings e.g. no/minimal inflationary uplifts or cuts in funding across the board | The current proposal represents no actual cost savings. Rather it provides efficiency savings which will allow us to respond to increases in need and national requirements within current funding levels. No further opportunities for saving against what we are required to do have been identified. Indicative figures suggest no inflationary uplift in 2009/10 and 2010/11. Bidders for the proposed service will be expected to demonstrate how service can best be maintained within available funding levels. |

| Consultation | |
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| The failure to consult with young people, both potential, current and ex-service users about what they would want to see in terms of the shape and organisation of services in the future is a considerable oversight on behalf of the joint commissioning bodies. | The strategy has been informed by the views of young people gathered through needs assessment and consultation. The YPJCG will work with the Active Citizenship team to ensure that young people are involved in commissioning of the proposed service. |
| The consultation leaflet for young people, parents and carers poorly describe the role, remit and operation of the current service arrangements. | The YPJCG accepts that the consultation leaflet is lacking in detail about current service provision. The young people consulted on the development of the leaflet felt that this was necessary in order to ensure engagement in the process from the maximum number of young people. N-DAP will work with the Active Citizenship team to strengthen its consultation and involvement processes. |