

Joint Commissioning Strategy



September 2021 | Children's Services

Kirklees draft Joint Commissioning Strategy (SEND) 2021 – 22

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1. Our joint commissioning strategy

The aim of our strategy is to improve the lives and life chances of children and young people (aged 0-25) with a special educational need and/or disability (SEND) in Kirklees. This strategy, and emerging plans will be driven by the strategic intent to improve the education, employment, health and emotional wellbeing outcomes of children, young people and their families. We intend to work with children and young people and their families to ensure we commission interventions or services that provide the outcomes they want and need.

The purpose of this strategy is to set out the collective commitment of all key partners across Kirklees to a joint commissioning and a more outcomes-based approach that delivers effective, integrated and person centred support. This strategy builds on the previous arrangements, further embeds joint commissioning arrangements over the next twelve months and delivers against an agreed set of priorities.

After the first twelve months we will consult on a refreshed strategy and plan that reflect our understanding of the impact of progress made, continuing impact of Covid, OFSTED Inspection findings, peer reviews and the landmark review of provision for children with SEND that will be published in the near future. We will also review the findings of the Kirklees Joint Strategic Assessment (KJSA) to shape the future shape of SEND provision across Kirklees.

The development of this strategy will take into account the structural changes to the NHS landscape resulting from The Health and Care Bill, including the creation of an Integrated Care Board (ICB) and Integrated Care Partnership (ICP).

We recognise that maximising impact for children, young people and families requires multi-disciplinary and person centred interventions.

2. Our vision

We are committed to child-centred practice and our vision is:

'For children and young people in Kirklees to have the best start in life. We want our young people to be proud to come from and be supported by Kirklees, its communities and localities. We want confident children ready to do well throughout their schooling and in life. We want to see our children making good progress and achieving the best outcomes, with improved life chances for everyone. Our aspirations for children and young people with SEND are no different from what we would want for all children.'

3. Our ambition

Within the development of our SEND transformation plan we have worked with all stakeholders across Kirklees to co-produce our '**Seven Inclusive Ambitions**', which are:

1. We will have a renewed focus on **responsive and holistic early intervention** for children and young people, refocusing resources to produce a varied multi-agency offer including the use of the community and assistive technology and building the skills of the workforce **to work preventatively**.
2. **Families and carers feel empowered and supported**. They have strong knowledge of the support available and there is a clear culture of trust between professionals and families. This will enable a shared understanding of need, the joint support required to meet them and a clear focus on aspirations.
3. **Children and young people feel included** across the community and within education settings. Schools are celebrated and held accountable for their pupil-centred inclusive practice, and the contribution of individuals with additional needs is better understood across the system. This will mean that **more children are able to be supported in settings across Kirklees**.
4. **Children and young people are able to thrive within their education settings** and are supported to access an education that is flexible and empathetic to their needs. Needs are addressed in a proactive and individual way. Schools focus on and measure an individual's holistic outcomes, recognising success outside of purely academic achievements.
5. The system works in an integrated way, using its resources to take a **holistic and targeted approach to needs, whilst creating a seamless journey for children, young people and their families**. This means that bureaucracy is reduced and that children and young people are able to receive the right support at the right time.
6. Professionals are empowered to meet the needs of children and young people and support them to achieve their aspirations. This is achieved through embedding a **shared culture of proactivity**; holistic skills and knowledge across the workforce; and creating clear pathways for meeting needs.
7. **Children and young people are supported to have clear aspirations for the future, with a focus on independence and preparing for adulthood**. Throughout a young person's journey, they are supported to achieve their aspirations through the support they receive. Ultimately, this will mean more young people enter education, employment and training as they progress into adulthood.

These ambitions will run through all of our commissioning intentions and will be promoted to be embraced by all those using commissioning approaches.

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4. The outcomes we want to help secure for children and young people

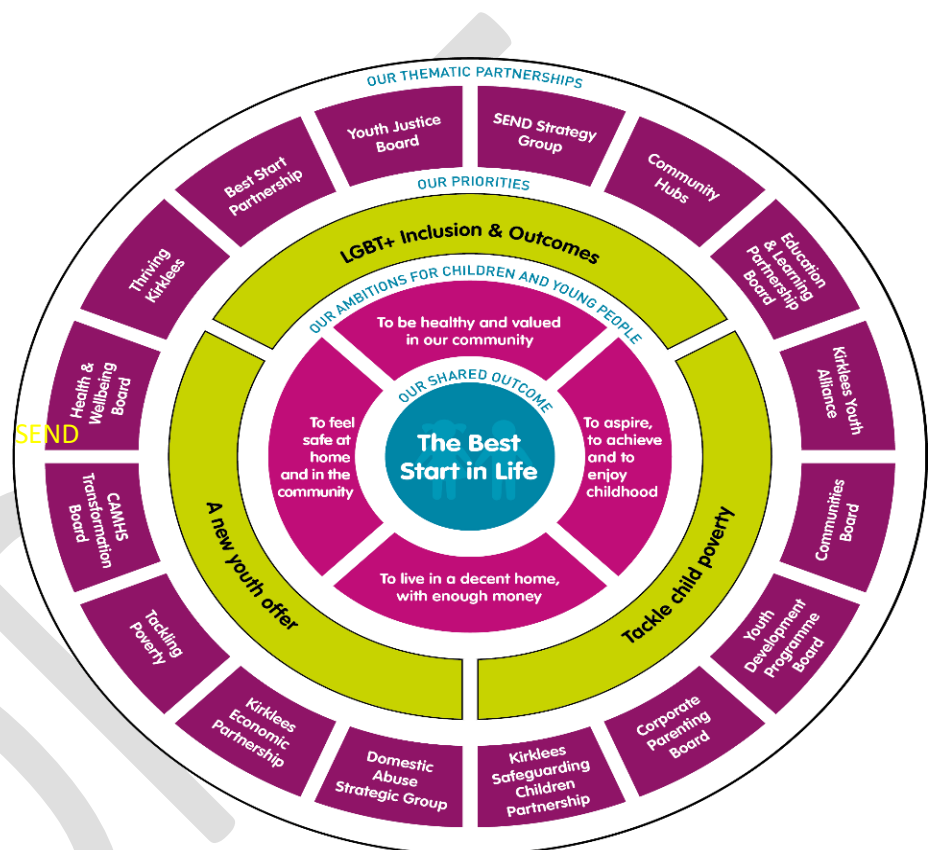
As a Council we have a core set of principles that we wish to see achieved for **all** children and young people these are the core outcomes we want for all children with SEND:

Kirklees - Children and Young People’s Plan 2020-23 (draft) Our vision:

All children and young people in Kirklees have the best start in life and are nurtured and supported to achieve their potential.

Our ambitions for all Kirklees children

- To be healthy and valued in our community
- To aspire, to achieve and to enjoy childhood
- To feel safe in a loving, secure family and a strong, cohesive community
- To live in a decent home, with enough money.



Our co-produced Seven Inclusive Ambitions for children with SEND will be embedded throughout by developing a network of **SEND Champions**

5. Our approach to joint and outcomes-based commissioning

Joint commissioning

Our approach to joint commissioning starts with children, young people and their families and puts them at the heart of our approach. Joint commissioning is where there is shared ownership of improving the lives of children and young people with SEND and their families. Partners across education, health and care work with children, young people and their families to agree at a strategic and service level what is needed in an area and how we will work together to commission and deliver it.

This means understanding the needs of a population or group and using the 'total resources' available to meet those needs through the planning and commissioning of services and other interventions. The Kirklees Joint Strategic Assessment (KJSA) plays a key role in the identification of need. This is a review of the current and future health and social care needs of a defined community, in this case, people aged 0 to 25 living with SEND.

In Kirklees our definition of joint commissioning is intended to be broad as it includes influencing, empowering and enabling the wider community. We recognise the important role community assets can play in supporting children and young people with SEND and their families. We want to work further with voluntary sector organisations, community groups, sports clubs, employers and residents. One way to improve commissioning is improved working and collaboration with commissioned providers. Co-creation between commissioners and providers and, critically, drawing on service user input including what really matters to them can have a massive impact on innovation, impact and value for money.

It is essential that we jointly commission more of our services and other interventions, particularly those for SEND. This is because, for children and young people with SEND and their families, the experience from birth to 25 can be complex and can involve several services and providers. Therefore, it is important that we work in partnership to join up support across health, education, social care and the wider community from conception and birth to adulthood, to ensure children and young people with SEND experience a seamless experience and positive outcomes across all phases on transition, in particular through transition to Adult Services.

This strategy sets out the approach that will direct how we will commission together as a partnership and outlines the priority areas for joint commissioning focus and activity. This means that we will jointly:

- Have one joint understanding, through our data and by constantly listening to the voice and experience of children and young people and their families and through listening to what front line staff say will improve the services.
- Carry out joint planning to identify gaps in services and priorities for investment.
- Jointly oversee delivery as services are procured and contract specifications put in place.
- Jointly review services with children, young people and their families to check that they have met the outcomes specified.

We will embed outcome-based commissioning across all our commissioning decisions. This means putting in place a set of arrangements whereby a service is defined and resourced on the basis of a

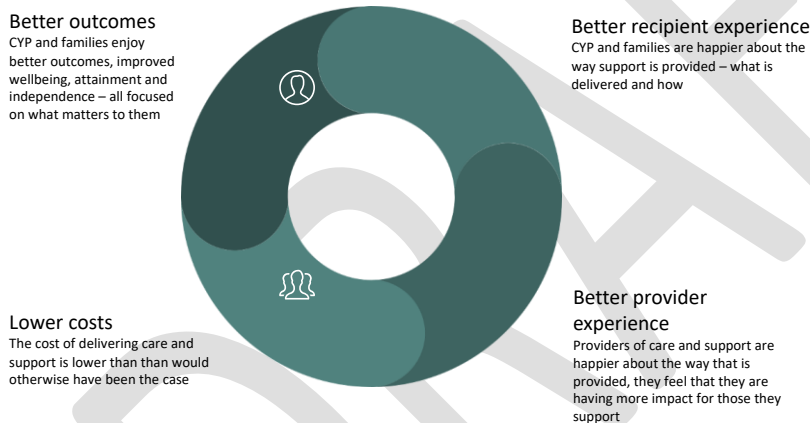
set of agreed outcomes. It means shifting the basis on which services are purchased and resources allocated from units of service provision (hours, days or weeks of a given activity) for pre-defined needs to what is needed to ensure that the outcomes desired by service users are met.

Outcomes-based commissioning

Outcomes refer to the benefit or difference made to an individual as a result of an intervention and can be understood at three levels:

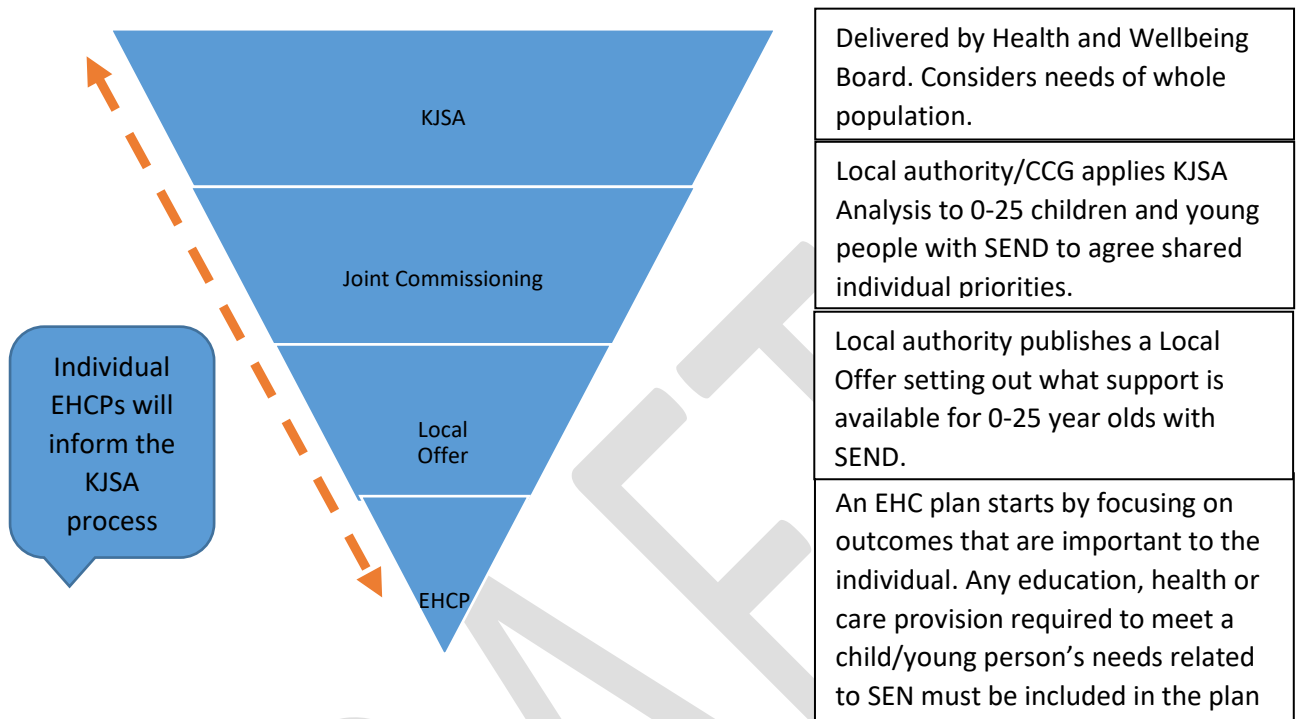
- **Individual outcomes** such as might be set out in an EHC plan
- **Service level outcomes** such as that paternal mental health has improved in 10 families
- **Strategic outcomes:** such as there has been a 10% increase in young people supported into employment and independent living

A Quadruple Aim illustrated below is used within health care and widely accepted as a compass to optimise health system performance. It is designed to enhance patient experience, improve overall health indicators, reduce costs and improve the resilience and experience of service providers and their staff. We intend to develop this approach within our commissioning design.



To achieve such outcomes, the right support and provision must be put in place developed and co-produced with all stakeholders, in particular children, young people their families and carers and all service providers (internal and external).

The diagram below illustrates how our partnership will use our joint understanding of the KJSA (Kirklees Joint Strategic Assessment) to inform the outcomes we seek to achieve. We will also develop an 'Outcomes Framework' to ensure we measure the impact we are making against the issues that really matter.



6. The principles that underpin the way we commission

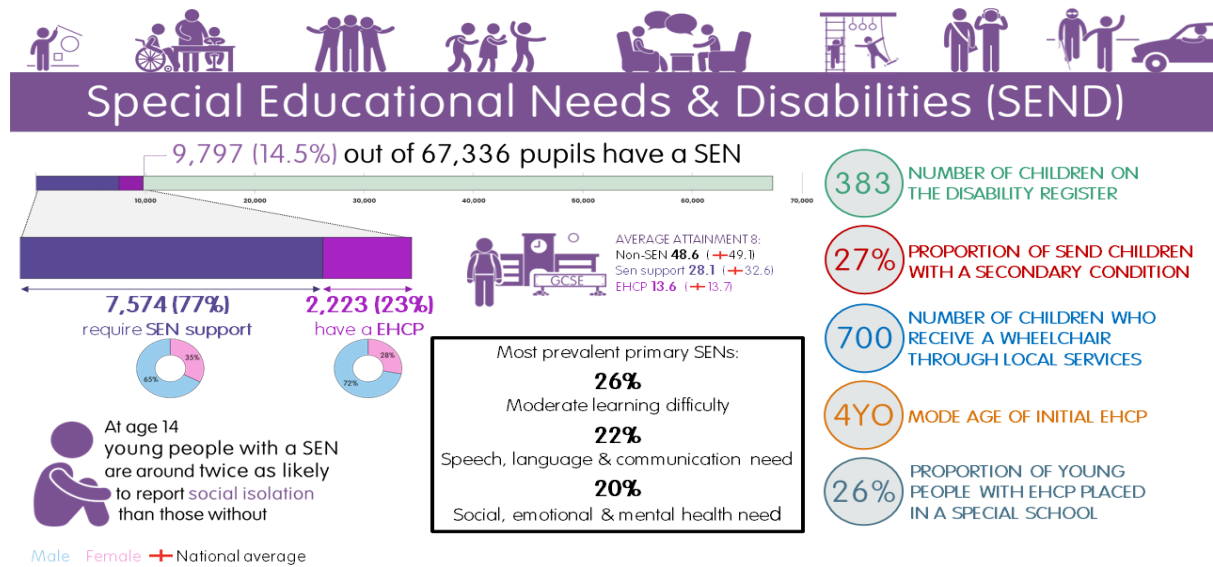
We will continue to develop our approaches to commissioning informed by the following design principles:

- **Outcomes-focused:** Reflecting and aligning with the outcomes and principles set out in the refreshed Council Plan. This means always starting with the end in mind – what are we seeking to secure that matters to CYP and the families – both outcomes and experience?
- **Evidenced-based:** Starting with ends in mind that are informed by evidence-based needs assessments, considering a wide source of evidence and information including lived experience – starting at a high level but reflecting individual needs, strengths etc
- **Collaborative and co-production with CYP and their families:** More collaborative and inclusive, co-produced solutions and enabling outcome-based approaches with the market and community assets. This means greater CYP and family involvement in defining outcomes, co-designing solutions and evaluating impact
- **Valuing innovation:** Incentivising and securing more innovative methods, not simply traditional ‘service delivery’. This means through our commissioning practice we are able to support new, innovative ways of commissioning, contracting, delivery and evaluation taking managed risks to try new things
- **Monitoring & payment mechanisms:** that focus on more outcomes that matter, not just inputs and activities
- **Tackling inequality:** Ensuring that what and how we commission does not disadvantage certain places or population cohorts
- **Collaborative and co-produced with partners and providers:** Co or joint commissioning and collaborative provision – recognising that outcomes are often the responsibility of multiple bodies (such as the Council and the NHS) and that these outcomes require multidisciplinary interventions to secure them. This also means working together with providers to develop the local market both in the Council area and subregions
- **Community asset-based approaches:** supporting the access to, deployment and use of community assets, not just commissioned private or 3rd sector providers
- **Council as convener:** Subject to discussion and agreement, the Council is ready to take an explicit role as systems steward and convener, driving transformation across systems and partners around a strategic vision and shifting away from sporadic, disparate and siloed working
- **Learning:** Focused on learning and iteration. This means being brave enough to say when things are not working in the way they were intended and fleet of foot to develop and learn quickly and adjust approaches accordingly
- **Prevention-focused:** Preventative data-driven interventions, resilience building and strengths-based ethos, recognising the importance of community and individual assets in prevention and self-management
- **Efficient and providing value for money:** Maximising opportunities for efficiency, value for money and return on investment.

7. Population profile and performance

Children living with SEND

Headlines – Kirklees School Census January 2021

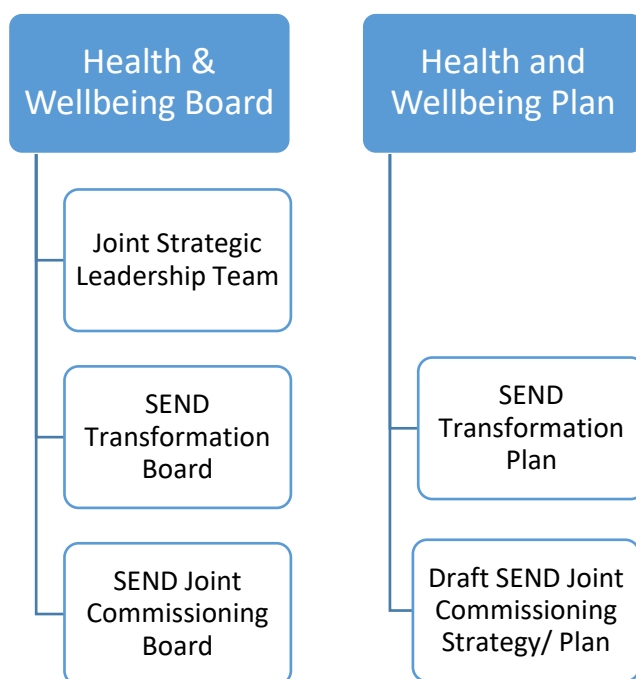


Education outcomes

It should be noted that children and young people in Kirklees only manage to secure results that are” below national attainment levels on many education indicators. Children and young people with SEND significantly have lower attainment levels from that of their peers. Full details of all educational attainment for all children and those with SEND is provided in Kirklees JSA. Kirklees Learning Strategy, *Our Kirklees Future*, summarise its co-production and development, and outlines the future of the strategic approach to improving learning in Kirklees for all young people. This Strategy will underpin ‘Our Kirklees Future’ and its strategic intention and ambition.

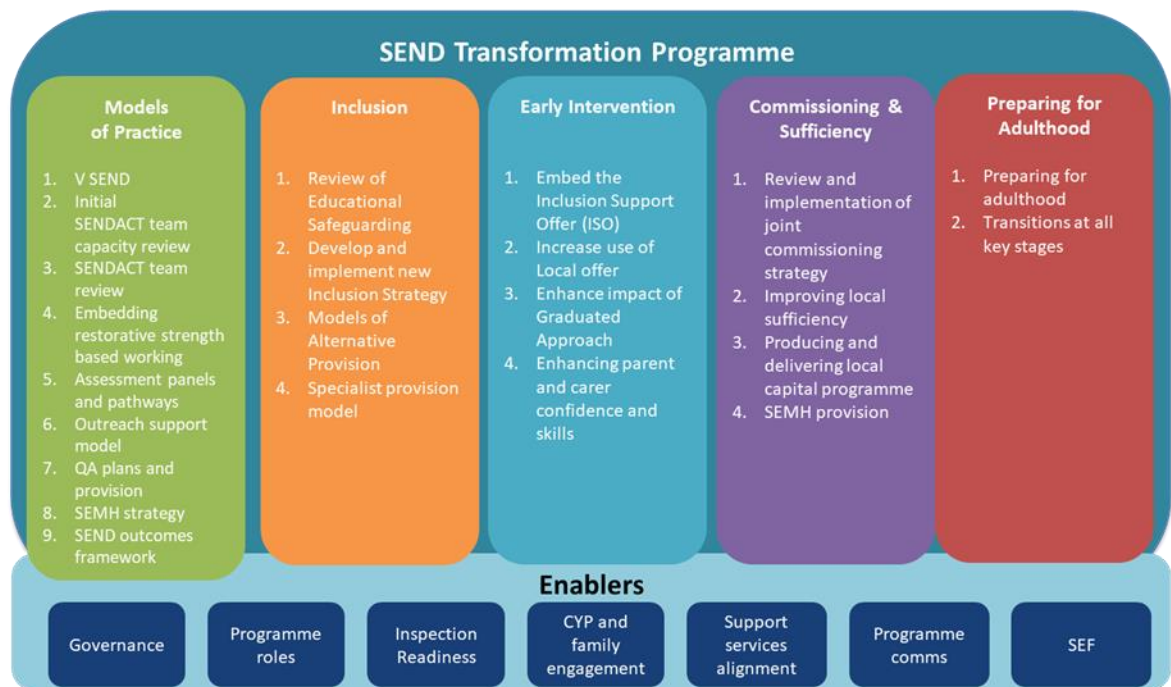
8. Our approach to working together

Key to the changes that the Children and Families Act 2014 reforms was to create a joined-up approach across health, educational and care. In Kirklees we currently organise ourselves as a strategic partnership that provides governance, scrutiny and accountability as follows:



This draft SEND Joint Commissioning Strategy sits within the context of the new **overarching SEND Transformation Plan** which has identified five delivery workstreams which provide an overarching programme structure to drive the improvement of SEND provision in Kirklees.

SEND Transformation Plan - Workstreams



9. Our challenges

Whilst facing demand pressures, we also recognise that more could be achieved in the local SEND system to improve outcomes and results. As a partnership we have already undertaken extensive work to address these challenges and have achieved significant successes over the past two years. We recognise, however, that there are opportunities to go further and transform the SEND landscape in Kirklees. Some of these challenges identified in 2019 are as follows and remain a priority for action:

- **Consistency and quality across services** - we also struggle to capture our impact in particular, the outcomes achieved
- **Adopting more outcomes based approaches to commissioning, monitoring and incentivisation?**
- **Sufficiency** – we lack enough capacity in all settings and placements across our SEND system in particular early intervention and support. Have we got enough of the right things?
- **Exclusions** – too many of our young people with SEND needs are excluded from their settings, in particular those with SEMH with SEND Support.
- **Progress** – the educational achievement of children across Kirklees is below that of children nationally and children and young people with SEND are disadvantaged further.
- **Moving towards adulthood** requires a more holistic approach from a younger age and more consistent co-production at all stages
- **Some of our systems and services** are under pressure

- **There are delays** in providing early intervention and assessment
- **There are delays from referral** to accessing appropriate CAMHS and therapeutic support

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10. Our plan

The SEND Transformation Plan sets out a programme of five delivery workstreams supported by an enabling workstream. This Strategy will underpin those wider emerging workstreams and provide the strategic framework for the delivery and implementation of the Commissioning and Sufficiency workplan over the next 12 months. This work will be driven by the **SEND Joint Commissioning Board**.

In 2019 a Strategic Assessment and Commissioning Plan was approved which developed a set of agreed commissioning intentions and actions. As part of this Strategy those actions will be reviewed and consulted on between October 2021– January 2022. At that point they will be revised in line with the KJSA analysis to co-produce a revised workplan for the next 12 months.

Building on models of best practice locally and nationally the emerging workplan will provide the detail as to **why** we do things, **what** outcomes we jointly intend to achieve and **how** we intend to do it. To ensure we deliver the required outcomes we must ensure we apply equal levels of focus to each element of the commissioning cycle, **Assess, Plan, Do and Review** with co-production and outcome-based commissioning at the core.

11. Our commissioning and Investment priorities

This section outlines our identified commissioning and investment priorities for 2021-23. These priorities will be revisited following further stakeholder consultation and the outcomes from the national review of SEND and local SEND Inspection.

It is important to recognise that elements of support not listed here will continue. Evidence of other inter dependent actions are within our SEND Transformation Plan and associated workstreams, for example, workforce development and improving quality of Education and Health Plans.



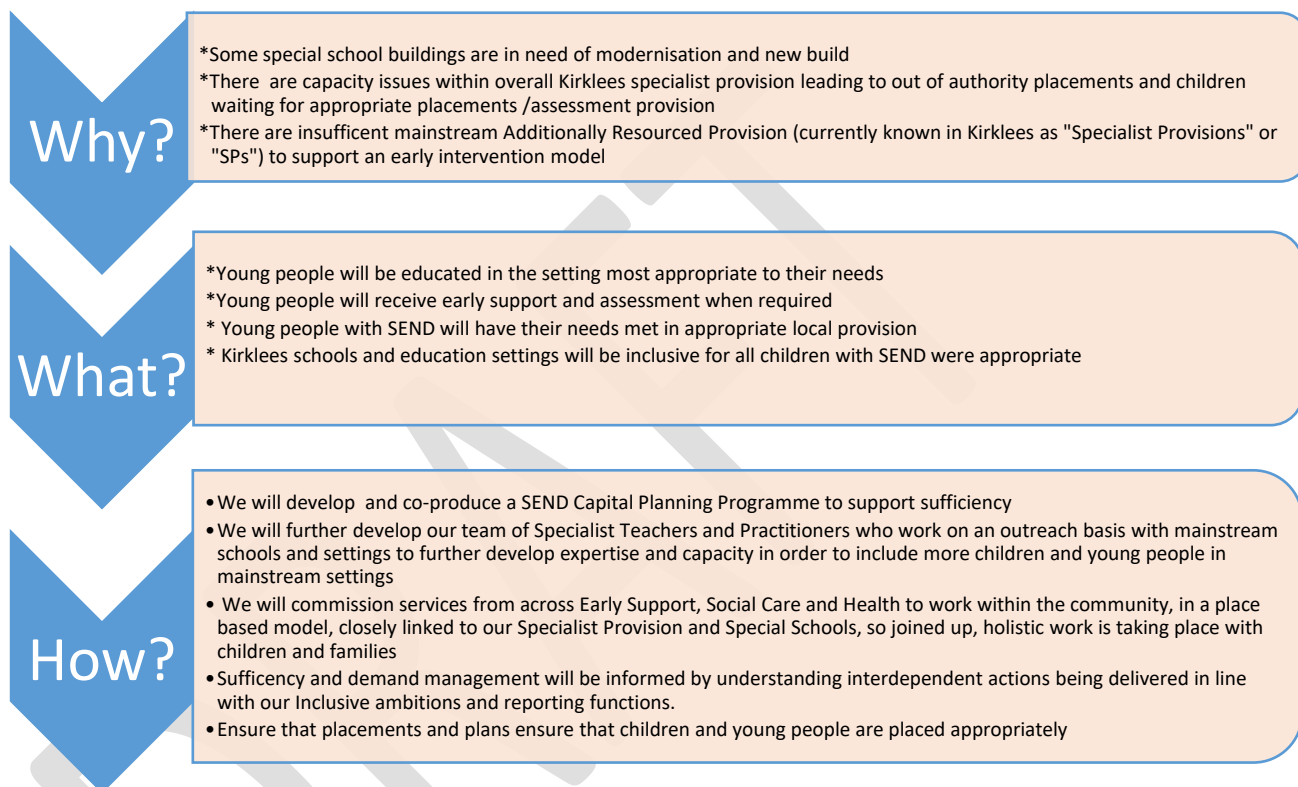
- Increase the number of children and young people having their needs successfully met within universal provision.
- Reduce specialist costs where appropriate
- Increase investment in universal and early help delivered at point of need
- Critically **Improve outcomes**

Key to our investment priorities is the shifting of resource currently required to provide specialist provision to early and more tailored interventions to prevent escalation. The above model is an illustration of how we can simply present progress which will be achieved through complex inter-dependent workstreams.

Commissioning and investment priorities for 2021-23.

This section outlines our commissioning and investment priorities for 2021-23. These are the key areas where we will be assessing services, directing investment and taking action.

1. Sufficiency of suitable education placements and support for children with SEND



2.Provision for children & young people with Social, Emotional and Mental Health (SEMH) needs

Why?

- *Children and young people with SEND and SEMH needs, with EHCPs or at SEN Support are disproportionately at risk of exclusion.
- *Children and young people with SEMH needs under perform across most education indicators
- *Children and young people with SEMH needs are disproportionately represented in alternative education provision and attending specialist provision outside of Kirklees
- * Young people with SEMH are disproportionately represented as NEET.

What?

- *There will be a reduction in the number of young people with SEND who are excluded from all education settings
- *All children, if appropriate, with SEMH needs will have their education needs met in Kirklees
- *More children with SEMH will have their education provided in mainstream settings
- *Educational attainment will improve across all indicators
- *Young people with SEMH needs do not become NEET

How?

- Time restricted work group established to analyse demand and levels of need.
- SEMH Plan developed and co-produced as part of wider Inclusion Strategy within the SEND Transformation Plan, and aligned with Kirklees Futures Strategy, CAMHS, Early Help etc
- SEMH Plan approved and implemented with robust reporting and monitoring framework
- Develop the outreach support offer to mainstream settings throughout Kirklees with a local focus, linking settings into local resources that they can easily contact and access
- Embed restorative strength based working
- Develop assessment panels and pathways

3.Educational performance of children with SEND

Why?

- * Attainment and progress in Kirklees for all children in particular children and young people with SEND, is below that of national and statistical neighbours
- * Educational attainment is a significant indicator in determining positive life outcomes.
- * A significant number of children and young people attend specialist provision outside of Kirklees or attend alternative education settings

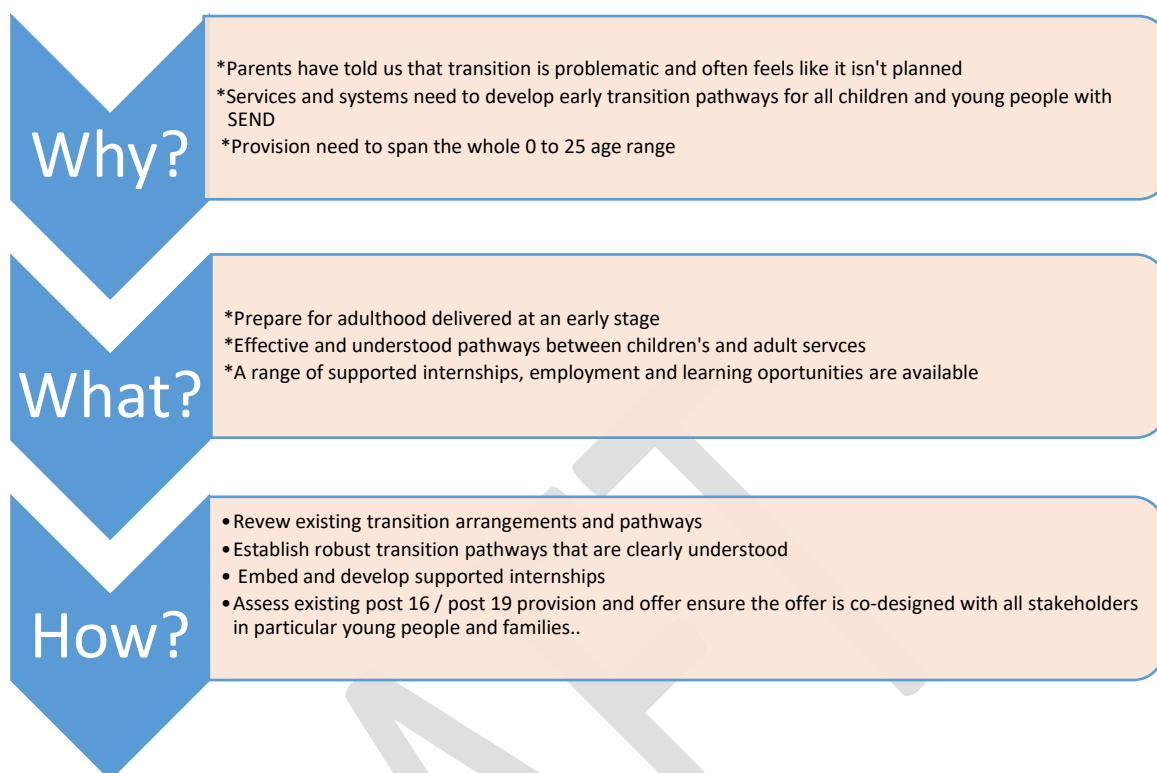
What?

- * We will understand the complex nature of learners in Kirklees and the equality barriers they face
- * We will increase the number of CYP educated within their local mainstream school
- We will see a reduction in the % of CYP educated out of area in independent placements
- We will see a recorded increased improvement in outcomes for CYP

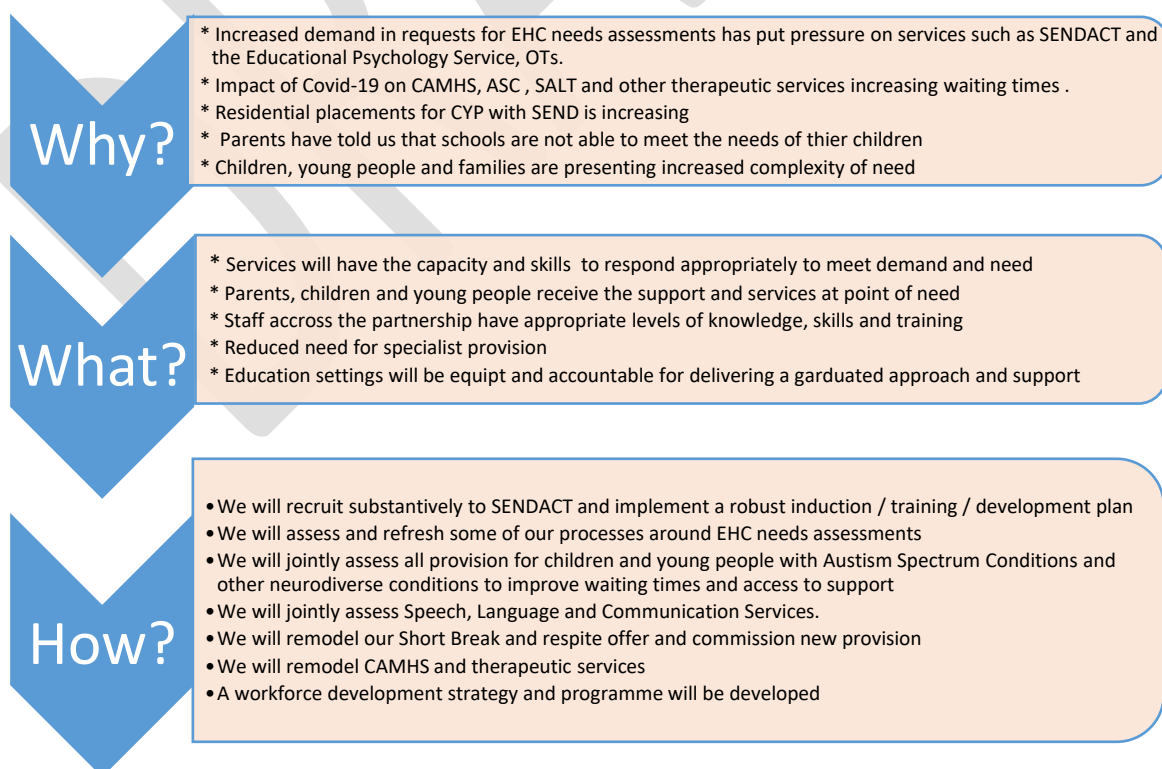
How?

- We will launch Kirklees Futures strategy 2022-2030 in the Autumn Term and initiate phase 1
- We will launch an ambitious SEND Transformation Plan in Autumn 2021
- We will communicate these strategies out to all stakeholders inclusive of detailed plans and hold partners accountable for their delivery.
- We will agree a long term strategy for education learning and skills

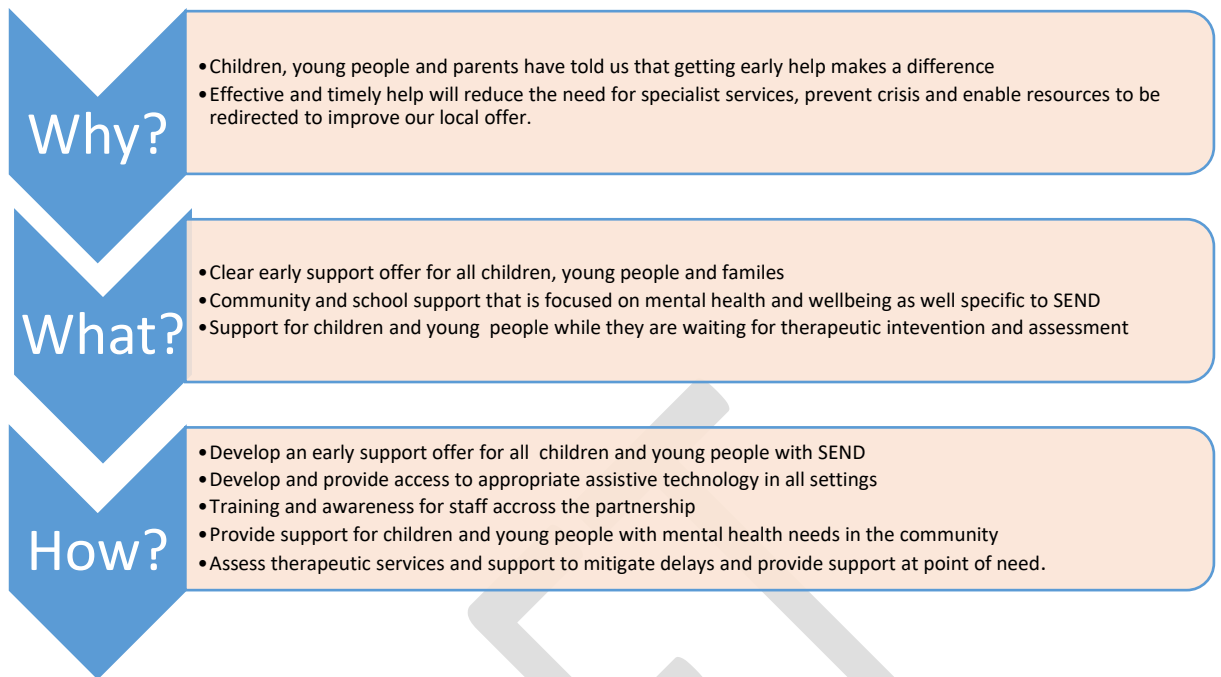
4.Preparing for adulthood



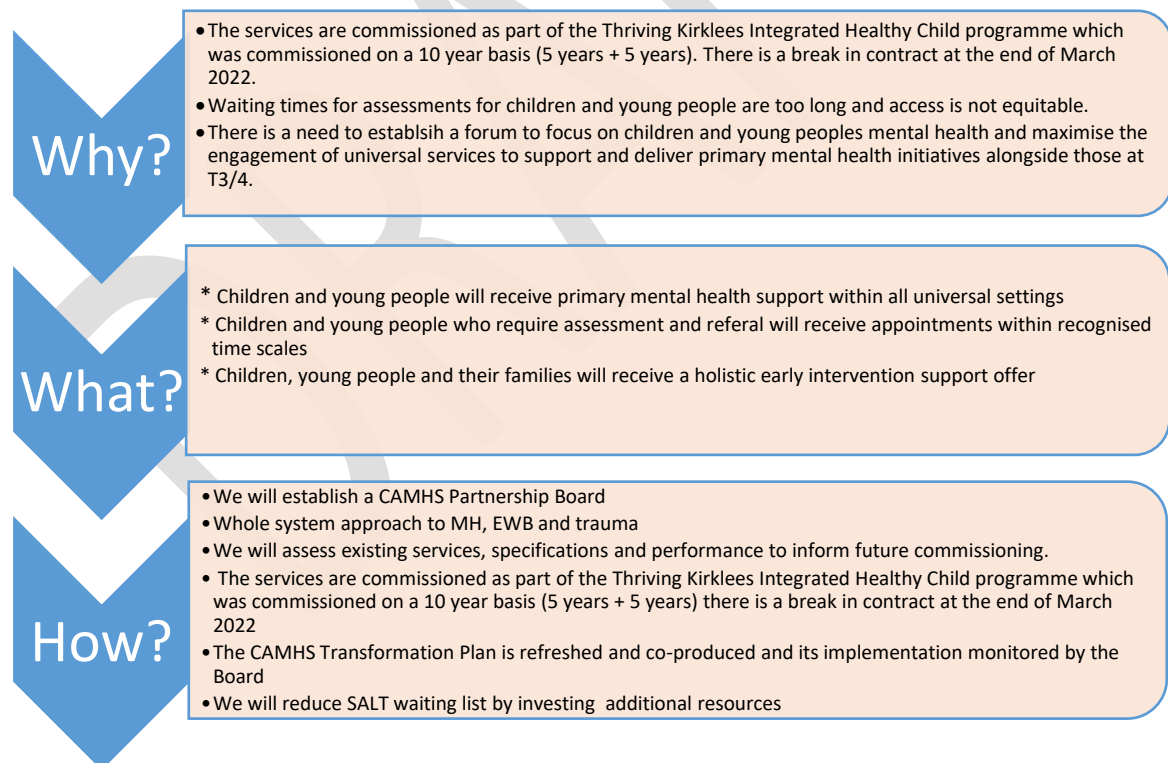
5.Timely access to assessment and services



6. Effective early intervention and assessment for children and families



7. Mental Health and Emotional Wellbeing



Glossary of terms

- **ASC** = Having an **Autistic Spectrum Condition** (ASC) means that the person has a different way of understanding other people and the world around them. ASC is a **lifelong developmental disorder**, not an illness or a disease so there is no 'cure' but there are many ways that difficulties can be managed.
- **CAMHS** - CAMHS stands for **Child and Adolescent Mental Health Services**. CAMHS is the name for the NHS services that assess and treat young people with emotional, behavioural or mental health difficulties. CAMHS support covers depression, problems with food and eating, self-harm, abuse, violence or anger, bipolar disorder, schizophrenia and anxiety, among other difficulties.
- **EHCP** – An **Education, Health and Care Plan** (EHCP) outlines any special educational needs that your child has. It also covers the support your local authority must put in place to help your child: The EHCP is a legal document. That means your local authority has a legal obligation to provide the support in the plan.
- **NHS** - The NHS stands for the **National Health Service**. It refers to the Government-funded medical and health care services that everyone living in the UK can use without being asked to pay the full cost of the service. These services include visiting a doctor or a nurse at a doctor's surgery.
- **OT - Occupational therapy** (OT) teaches you how to adapt. It can help you perform any kind of task at school, work, or in your home. You'll learn how to use tools (you may hear them called assistive devices) if you need them.
- **SALT - Speech and language therapy** (SALT) provides treatment, support and care for children and adults who have difficulties with communication, or with eating, drinking and swallowing. Speech and language therapists (SLTs) are allied health professionals. They work with parents, carers and other professionals, such as teachers, nurses, occupational therapists and doctors.
- **SEND - Special educational needs and disability** (SEND). A child or young person has special educational needs and disabilities if they have a learning difficulty and/or a disability that means they need special health and education support, we shorten this to SEND
- **SEMH - Social, emotional and mental health** needs refer to special educational needs in which children/young people have severe difficulties in managing their emotions and behaviour.
- **SEN Support** - Children with special education needs (SEN) who don't have an Education, Health and Care Plan (EHCP) should have provision made for them in school through 'SEN Support'. SEN Support should focus on a cycle which requires the school to assess, plan, do and review, to ensure they understand the child's needs and the support needed to help them make good progress. This is therefore likely to differ according to the individual needs of each child.
- **SENDACT** – The **Special Educational Needs and Disabilities Assessment and Commissioning Team** maintain and support requests for EHCP assessments and undertaking reviews.

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