



Education and Skills Board  
22 October 2015

## Special Educational Needs and Disabilities

**Purpose of the report:** To update the Board on progress to date of the Special Education Needs and Disabilities (SEND) Programme and recommend opportunities for further engagement

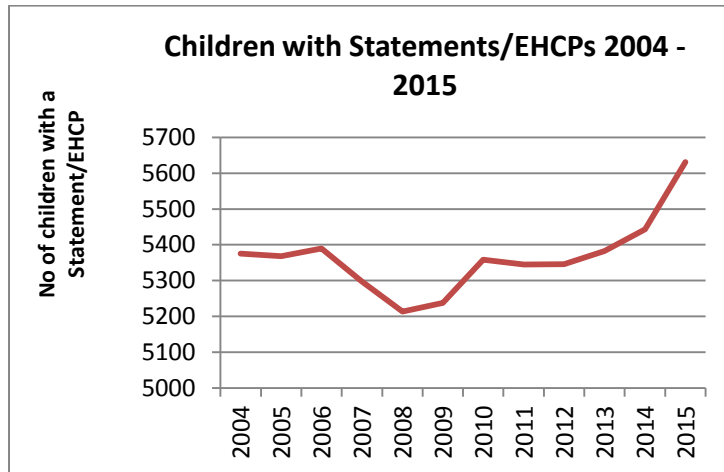
### Introduction

1. This report will update the Board on what the Children, Schools and Families (CSF) directorate is doing, alongside partners, to ensure that the council responds to legislative change and demand pressures, in order to improve the current experience of children, young people and families with the SEND process.

### Context

2. The Children and Families Act 2014 introduced a series of legislative reforms connected to SEND, and the system in Surrey is undergoing transformation as a result. Requirements include providing clear, transparent information for families on what services are available, implementing a thorough and face-to-face assessment process, introducing personal budgets and jointly commissioning provision for SEND. There is also a requirement to produce Education, Health and Care Plans (EHCPs, previously statements of special educational need) within statutory timescales of 20 weeks. Surrey is already in the delivery phase, with over 500 transfers from statements to EHCPs having taken place.
3. Area SEND arrangements will soon be subjected to joint inspections by Ofsted and CQC inspections. The proposed framework was launched for consultation on 12 October, with inspections expected to begin in May 2016.
4. At the same time as this legislative change, the number of children and young people with SEND in Surrey is increasing and it is expected this will continue to rise. In addition the new legislation allows young people

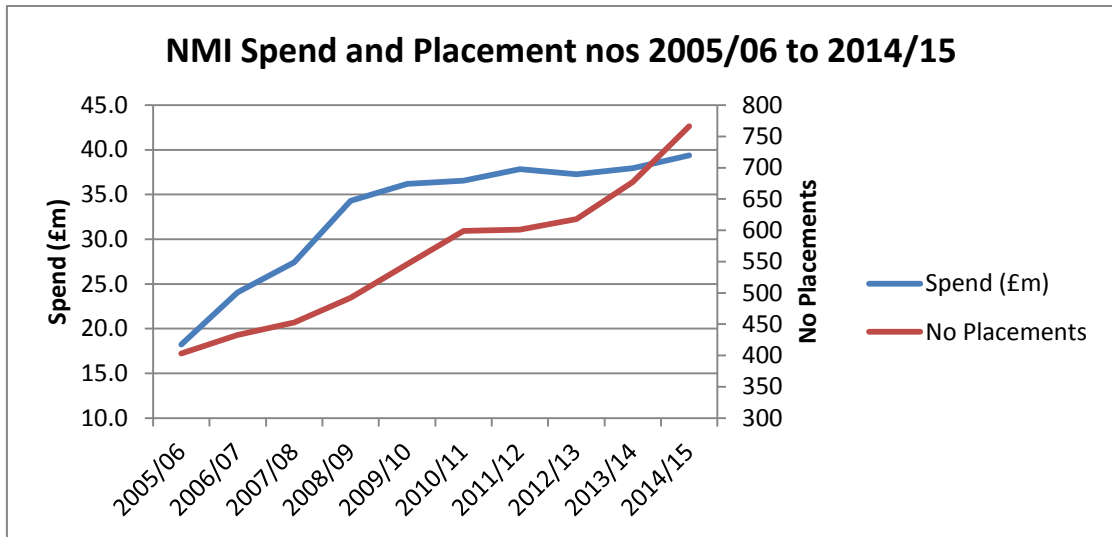
aged 19-25 with SEND access to continue in education. The numbers of children in primary and secondary schools is expected to rise by 10% and 16% respectively in the next five years and the current numbers of children with SEND are increasing at a higher rate. The national picture also reflects Surrey's experience of changing types of needs, especially the rising incidence of Autistic Spectrum Disorder (ASD).



5. Engagement with children, young people and their families and analysis of customer feedback (including tribunals) tells us that we need to improve our processes and provision to make them more integrated and seamless around individual needs. This will include recognising the 24-hour needs of some of our children and families and require changes to our culture and ways of working.
6. Although the reforms have introduced additional responsibilities and population growth has increased demand, central government funding (the High Needs Block of the Dedicated Schools Grant DSG) has not increased to meet these additional requirements. The 2015/16 budgeted spend for the age range of 0-25 SEND is as follows:

2015/16, Budgeted SEND Expenditure 0-25	
	£m
High Needs Block (DSG)	137.2
SEN Transport	22.5
SEND Management and Assessment	7.6
Social Care element of education placements	5.4
Children with Disabilities	12.6
Transition to Adult Services	31.9
<b>Total</b>	<b>217.2</b>

7. Financial benchmarking shows that Surrey spends significantly more than partners on SEND and in particular around non-maintained and independent schools. The number of placements in these schools is rising.



8. The costs of SEN transport are directly related to SEND demographic trends and practice. SEN transport costs have risen significantly over the past three years:

SEN Transport 2012/13 to 2014/15			
	2012/13	2013/14	2014/15
<b>Gross Expenditure</b>	£20.6m	£22.1m	£24.2m
<b>Average no of children transported</b>	2,555	2,577	2,671
<b>Cost per pupil per day</b>	£43.18	£44.61	£47.89

9. Whilst overall children and young people in Surrey achieve very well and attainment is in the top quintile nationally, disadvantaged pupils and children and young people with SEND perform less well overall than our statistical neighbours. Ofsted’s school inspection framework tests schools’ abilities to respond to the individual needs of all children and learners to make progress and fulfil their potential (Common Inspection Framework 2015). Inclusive practice across Surrey schools is vital to improving outcomes for children and young people.
10. The SEND Governance Board (comprising representatives of health, local authority education, school phase councils, social care and families), through a number of workshops and wider engagement, has been developing a strategy that sets out its vision, principles and programme for delivery that helps us as a system respond to these challenges.

### Vision

11. The SEND Governance Board has committed to the vision below in line with the CSF transformation programme:

“Children and young people will be happy, healthy, safe and confident about their future”

## Principles

12. In order to ensure legislative compliance and improve Surrey’s performance in the face of changing need, the SEND Governance Board has agreed on the following principles that will drive change and ensure efficiencies:

### **Outcome Focused**

All partners, including parents, carers and voluntary, community and faith sector, work together to achieve the best outcomes

### **Person-centred and personalised**

The child or young person and family is at the centre of all we do and treated, included, understood as an individual. Support is tailored to needs

### **Fair and transparent**

The system is co-produced and the customer experience is seamless. Decisions are based on evidence including need, demand, experiences, best practice, impact on outcomes and affordability

### **Value for money**

We make interventions to drive improvement, efficiency, cost effectiveness and manage demand. We keep focused on realising the benefits of change and prioritise reducing resources.

### **Timely and preventative**

We provide early help to support children and families, preventing problems arising or getting worse

### **Innovative**

The system anticipates and can adapt to change. We make opportunities to find and test new solutions

## Strategic Objectives

13. The programme will involve health, education and social care partners in delivering the following outcomes for Surrey’s children and young people 0-25 years old with SEND (in line with the DfE accountability framework for SEND). This reflects the emphasis that is given to improving transition to adulthood:

### **Positive experience of the SEND system for children, young people and their families**

- Parents, children and young people get right support at right time; feel that they are listened to and in control
- Planned and well-managed transition at key points

- A joined-up, transparent and accountable system

### **Positive outcomes for children, young people and their families**

- Improved progression and attainment at all ages
- Clear and appropriate expectations and aspirations leading to fulfilled lives
- More resilient families

### **Effective preparation for adulthood**

- Increased employment
- Choice and control over living arrangements / Independent living
- Participation in the community
- Health outcomes based on need and aspiration

## **Workstreams and deliverables**

14. To achieve our strategic objectives and vision, we have put in place four workstreams and additional enabling workstreams to improve the current customer experience, support for families and the local offer. These are listed in the next four paragraphs.

### **15. Transform the customer experience**

15.1 This workstream will deliver cultural change within the Children and Families directorate, quality management and stakeholder engagement in order to transform the customer experience and achieve the desired outcomes of a customer-centred service model.

15.2 The improvements will be based on engagement with customers and staff and wider evidence to understand the current customer experience and best practice.

15.3 The organisational culture and best practice will also be reviewed to identify a desired model of culture, support and practice. Communication is a key part of this workstream with both partners and stakeholders to keep all informed and receive feedback to develop the change to the customer experience.

15.4 Developing a sustainable, transparent Local Offer for customers will be a key deliverable.

### **16. Rebuild the system around the customer**

16.1 This workstream will deliver a new target operating model that enables families to identify and access the right support at the right time. It will define the required organisational structure, leadership, performance framework, prioritisation of the budget and outcomes in order to transform the customer journey.

16.2 The end to end process from birth or early identification of need to adulthood will be re-engineered and a new pathway model

- developed. Amongst other areas this work will incorporate a specific focus on the transition arrangements for young people.
- 16.3 A new personal budgets policy will be developed to support personalised outcomes.

## **17. Reshape the local offer**

- 17.1 This workstream will design a new SEND market framework to drive an outcome-focused approach. This will include developing integrated commissioning of health, education and care based on a full analysis of needs and agreed outcomes.
- 17.2 A supplier relationship management programme will be further developed in line with Surrey County Council's approach in order to drive value for money and transform the model of local provision.
- 17.3 The analysis of need and outcomes will inform market shaping activity and investment proposals for school and college places where necessary.

## **18. Inclusion**

- 18.1 A two/three year programme is being scoped as part of the SEND Programme which is aimed at:
- developing the culture and quality of practice that supports inclusion in mainstream schools
  - Improving the holistic outcomes including achievement, attendance, exclusions and participation, for all pupils.
- 18.2 This element of the programme will be essential in supporting children and young people with SEND to access local in-house services which meet their needs rather than relying heavily on the external market for provision.
- 18.3 This workstream will aim to improve progress for individual children and young people.

## **19. Enabling workstreams**

To ensure alignment and co-ordination, a number of enabling workstreams will support the delivery of cross-cutting programme activity. These include:

- Legislative compliance and inspection readiness: Early and ongoing self-evaluation against statutory requirements and inspection framework to inform programme timescales and deliverables
- Workforce and skills
- Strategic commissioning
- Digital/ ICT/ information sharing
- Performance management and quality assurance

## Success measures and performance management

20. A performance management framework is being designed reflecting a range of outcome measures important to customers as well as the DfE accountability framework for SEND (above), using appropriate benchmarking where possible.
21. Customer feedback and engagement will be essential to measuring the success of the programme.
22. Programme delivery will be monitored through an approach consistent with the CSF Transformation Programme and through the CSF Programme Board, chaired by the Director for Children's Services with representatives from Schools and Learning, Social Care and Adult Social Care.
23. The programme will be informed by ongoing engagement with DfE advisors regarding Surrey's progress and performance.

## SEND Transport

24. There are a number of streams of existing work that will be brought into the programme approach, such as SEND Transport.
25. We are prioritising the necessary strategic work that will ultimately inform the transportation requirements in the longer term and put this area onto a more cost effective and sustainable footing. Current SEN transport spend is forecast at £25.2m, against a budget of £23.9m – an overspend of £1.3m. This overspend is partially offset by an underspend on mainstream transport – the net overall overspend on school transport £0.8m.
26. In tandem, we are adopting a strategy that will take advantage where possible of short term actions that will take the first steps to reduce cost (including case reviews).
27. In identifying savings and improvements to SEND Transport arrangements in the short term we are undertaking activity in two further areas, which also take account of a recent audit of this area of activity:
  - As part of early pathway redesign work in the Autumn (15.2), the Digital team is leading a project to identify opportunities to respond to budget pressures for SEND transport and learn from customer experience and other local authority best practice. The aim is to improve quality, effectiveness and efficiency of current arrangements for arranging and managing transport for the customer. This will include improving data capture and quality.
  - As part of a review of commissioning (16.1) we are re-establishing the policy and criteria in relation to SEND Transport for 5 - 25 year olds with SEND to bring about more consistent

application across the county and ensure the County is legally compliant. This will include promotion of independence as part of the transition plan for children into adulthood where possible. Alongside this, a review of supplier costs and market development will take place.

**Timeline and engagement opportunities for SEND Programme**

<b>Time</b>	<b>Stage</b>
September - December 2015	Analysis of current customer experience, system, pathways and gaps in provision
October - April 2016	Design of target operating model including new organisational structures, performance, processes, costs
April - August 2016	Development of target operating model in conjunction with staff, customers and partners.
August 2016	Start of the implementation phase

**Recommendations**

It is recommended:

- That the Board nominates its Wellbeing and Social Care sub-group to undertake a three-monthly progress check on delivery of the SEND Programme
- That progress on delivering SEND transport is reported through the Performance and Finance Subgroup

The Board is asked to note that the Transformation subgroup of the Council Overview Board will consider the SEND Programme in the context of the wider Children, Schools and Families Transformation Programme as a whole in November 2015.

**Next steps:**

Identify future actions and dates.

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**Sources/background papers:**  
Children and Families Act 2014