

Devon's Special Educational Needs and Disabilities (SEND) Transformation Programme


Report to Children's Overview & Scrutiny Committee
23 January 2025



SEND Transformation Programme - strand updates




Strategy update


RAG update (December 2024)	RAG rating
<p>RAG rating currently amber/red as co-production progress across the strand continues to be slow and remains the biggest risk to sustainable and impactful change for families. Facilitated workshops have been arranged for December/January, one to focus on strategic co-production and the other at how we embed co-production at an individual level.</p>	 <p>Amber/Red</p>

Progress in Autumn Term	Next steps (Spring term)	Issues/challenges
<ul style="list-style-type: none"> • New Local Area SEND strategy published in early November • Phase 1 of DCC Education Service Redesign commenced, focused on leadership roles • Phase 2 of SEND Local Offer website development underway. Updated content on EHCP processes added, the new Preparation for Adulthood Transitions guide set up and tested on the website, and ongoing website architecture and navigation reviews • Development of monitoring/evaluation approach to SEND Strategy, using Four Cornerstones approach, underway • SEND data dashboard developed with a focus on performance measures related to identification, assessment and outcomes 	<ul style="list-style-type: none"> • Development of monitoring/evaluation of SEND Strategy. • Phase 2 of DCC Education Service Redesign to commence, focused on all other roles • A partnership-wide SEND workforce development plan • Review of Early Years content on the SEND Local Offer • Development of systemic feedback gathering and continuous improvement system 	<ul style="list-style-type: none"> • The pace around embedding a culture of co-production continues to be slower than desired. • Co-production remains a challenge, however external support from DfE funded RISE Partnership and Genuine Partnerships (the author of the Four Cornerstones) is secured

Early Help & Inclusion update

RAG update (Dec 24)		RAG rating
<p>Strand has moved to an amber RAG rating due to the number of milestones that have slipped. The biggest risk to the project remains the Special Schools Outreach offer, which was due to be in place by September 2024. The approach has been reviewed alongside the Resource Bases work package. The decision has been made to work towards an Inclusive Communities offer, aligned to the new SEND Strategy.</p>		 Amber
Progress in Autumn term	Next steps (Spring term 25)	Issues/challenges
<ul style="list-style-type: none"> • Early Year transitions for 2024/25 underway with children and schools identified • EPs have extended early intervention support from 100 to 150 schools • Version 1 of the Ordinarily Available Inclusive Provision (OAIP) toolkit published and is now being embedded in schools • Early Help (Education) pilot commenced in North Devon in September to bring together services and reduce referral processes • Weekly multi professional SEND Support consultations increased to twice a week for schools to receive support from a multi-disciplinary team • Attendance and Emotionally Based Schools Avoidance (EBSA) online toolkit published and training offered to schools 	<ul style="list-style-type: none"> • Early Help (Education) pilot in North Devon to be reviewed and planning for wider implementation • Robots will be used in classrooms in five schools across Devon from January 2025 to support children struggling to attend school • Version 2 of the OAIP toolkit will be published in early January 2025 • Special Schools Offer is being developed into an Inclusive Communities offer aimed at removing barriers to learning and support within areas with phased implementation starting in April 2025 	<ul style="list-style-type: none"> • Ensuring alignment of support offer across Children's Services to ensure join up and focus on 'whole child'

Preparation for Adulthood update


RAG update (Dec 2024)		RAG rating
<p>The strand remains at green/amber with delivery appearing probable, though a small number of risks have been identified. The biggest risk to the project is work to review and development of the 14,16 and 18 review processes due to the capacity of the SEN Statutory team</p>		 <p>Green/Amber</p>
Progress in Autumn term	Next steps (Spring term 2025)	Issues/challenges
<ul style="list-style-type: none"> • Transitions guide published to support young people as they plan towards their transition into adulthood • Protocol developed between Children's and Adult's services to assist professionals with young people in transition • Service level agreements developed with colleges • First Transitions Forum for 16-17-year-olds held in November, with the goal of planning to support young people with complex needs, regardless of their living situation, to ensure a smooth transition into adulthood • Capital bid to introduce an additional 350 Further Education placements approved • Comprehensive draft needs assessment has been developed for the additional Further Education placements we have secured the funding to develop 	<ul style="list-style-type: none"> • Development of a commissioning strategy for Preparation for Adulthood • Post 18 reviews to be completed • Work to commence on review of 14, 16 and 18 review processes 	<ul style="list-style-type: none"> • Challenges around multi-agency working in relation to transitions and alignment with organisational priorities across education, health and care

Statutory SEN processes update

RAG update (Dec 24)	RAG rating
<p>Requests for EHC needs assessments continue to grow year on year with no indication of reducing and is one of the factors impacting on the team's ability to reduce the backlog as quickly as would be liked. The increase in the number of requests and the push to improve timeliness of the issuing of EHCPs is creating tensions with the overall programme's ability to deliver against the Safety Valve proposal.</p>	<div data-bbox="1895 217 1984 306" data-label="Image"> </div> <p data-bbox="1845 352 2020 384">Amber/Red</p>

Progress in Autumn term	Next steps (Spring term 25)	Issues/challenges
<ul style="list-style-type: none"> • Alternatives to using Egress investigated, following feedback from parents and carers. Further investigations underway • QA framework signed off and Tier 1 of EHCP QA framework implemented • Release 2 of SATURN delivered and being embedded into practice within the SEN Statutory Assessments team and lessons learned being identified and fed back to the development team • New consultation process for first assessment developed and implemented • Statutory process parental feedback surveys reviewed, updated and implemented • Communication templates reviewed and updated • Review of mediation processes completed and recommendations identified • Recruitment completed and new induction process implemented – new staff will be in place from Sept 2024 to January 2025 	<ul style="list-style-type: none"> • Release 3 of SATURN developed, incorporating workflow for reviews and user management • Relational Practice training for SEND Statutory Team and embedding of practices across the whole service • Review of the way we currently collect and represent children and young people's voice in plans • Tier 2 of the EHCP QA process to be implemented from January 25 • Annual review process being mapped out and added on to SATURN system • QA data capture to be added to SATURN to make management and reporting easier • Policies to support decision-making to be reviewed and updated, and any missing policies developed • Trial of revised approach to mediation • Review of customer service standards 	<ul style="list-style-type: none"> • Focus of Accelerated Progress Plan on reducing EHC needs assessment backlogs and the Autism waiting lists have a knock-on effect on the High Needs Block budget • Capacity within the SEN Statutory team to manage demand, work on improvement activities and implement new ways of working • Adoption of new practices and ways of working – change management resource being identified to support this

Sufficiency update

RAG update (Dec 24)	RAG rating
<p>Strand remains amber/red due to the continued risks in Department for Education (DfE) special school build projects, though mitigations reduce impact on new places in part. We hope to have movement on the Ivybridge project early in the new year. However, the DfE are currently unable to confirm the position or a timeline for a decision on the self-delivery business case for the Cranbrook project.</p>	 <p>Amber/Red</p>

Progress in Autumn term	Next steps (Spring term 25)	Issues/challenges
<ul style="list-style-type: none"> • 54 new places in resources bases were added across Devon from September 2024 • Strategy to enhance specialist resource provision through stronger local multi-agency response under development • Phase 2 of AP commissioning work, moving towards a longer-term AP framework approach underway 	<ul style="list-style-type: none"> • New resource base at West Croft opened in January 25 providing an additional 10 places • Still awaiting a decision on Cranbrook Special School around the self-delivery proposal and preferred sponsor • Still waiting for the DfE to award the Design and Build contract for the new special school project in Ivybridge • SEND Sufficiency strategy 	<ul style="list-style-type: none"> • Timeliness of DfE decision-making related to building new special schools and opening resource bases • Regions Group are not supporting new proposals being brought forward, such those submitted for Teignmouth and Great Torrington School, and most recently at Okehampton Primary

KKO

Slide 7

KK0 [@Melanie Coleman] I keep seeing a different number for resource base places. Simon N recently told me it was 64 new places.

Kellie Knott, 2024-12-02T18:50:17.058


KK0 0 West Croft can go in Next steps

Kellie Knott, 2024-12-02T18:50:43.291

MCO 1 Confirmed 54 in place and 10 to come - 64

Melanie Coleman, 2024-12-03T10:16:01.835

Financial Management & Placement Value update

RAG update (Dec 24)	RAG rating
<p>The strand has moved to amber as it goes through a period of refocus. New priority work package to develop Capita One to enable us to better manage data relating to a child and their provision and support better decision-making is currently being scoped and resourced.</p>	<div style="text-align: center;">  Amber </div>

Progress in Autumn term	Next steps (Spring term 25)	Issues/challenges
<ul style="list-style-type: none"> • Review new financial management systems and process undertaken and the decision made to develop Capita One to bring data relating to a child and their provision onto one system to support better management and decision—making • Recommendations outlined in Devon Audit Partnership’s report being implemented • Invitations to a further twenty Independent Special School providers to work on best value sent out • Continuation of planning work around commissioning strategy and the new procurement framework, including successful engagement event with Independent Sector and Alternative Provision providers to introduce a new commissioning and procurement way of working • Placement review underway from October 	<ul style="list-style-type: none"> • Development of the SEND funding team’s roles within the financial management processes • Develop and launch provision management system to support improved governance around provision in EHCPs • Work continues around the development of the Independent Sector commissioning framework 	<ul style="list-style-type: none"> • Budget is still showing an overspend as a result of continuing increases in demand needing to be met through independent sector placements rather than increased costs


Slide 8

KKO

[@Melanie Coleman] Paper on recoupment? One went to SLT but not Cabinet. If it's that one then doesn't need to be in here

Kellie Knott, 2024-12-02T18:51:48.730

Multi-Agency Pathways update

RAG update (Dec 24)		RAG rating
<p>Lots of work underway across the strand. However, the strand remains at amber/red due to the increasing waiting list backlog. Waiting lists and numbers continue to rise but an approach to reducing the waiting lists has now been agreed and plans are being developed</p>		 <p>Amber/Red</p>
Progress in Autumn term	Next steps (Spring term 25)	Issues/challenges
<ul style="list-style-type: none"> Options for non-clinical and clinical validation of the Autism wait list worked up into detailed plan and currently gearing up to start work Balanced System Framework (core principles and approaches) for Speech Language and Communication Needs agreed and implementation plan developed with CFHD and commissioning partners Online all-age Neurodiversity Hub launched in December Partnership for Inclusion of Neurodiversity in schools (PINS) rolled out across nominated primary schools and parent peer-led programme launched in December The Children's mental health commissioning function moved across to the ICB Children's Commissioning Team from the 4 November 	<ul style="list-style-type: none"> Neurodiversity strategy and vision to be signed off and published 'Waiting well' online offer to support those on the autism assessment pathway, focusing on development of the Neurodiversity population in its first phase, is due to be launched early January 25 Remodelled under 5s pathways due to launch in early January 25 Programme of training in neurodiversity and speech, language and communication needs due to be launched in January 25 Integrated Neurodevelopmental Assessment Pathway (INAP) framework for all assessments being developed and due to be implemented from March 25 Children's emotional wellbeing procurement is currently underway. A new model of support will be delivered from June 25, which includes youth worker input to targeted children's populations Development of the clinical prioritisation tool 	<ul style="list-style-type: none"> Devon ICB funding for health responsibilities and for improvement proposals

Update on Commissioning & Procurement Activity for:

- Alternative Education Provision
- Independent Sector



Background

Key purpose and principles



Develop and implement a commissioning and procurement strategy for independent sector and alternative education providers which is safe and leads to the effective commissioning of services that is:

- Legally compliant with Procurement regulations
- Cost effective
- Achieving the right outcomes and meeting needs for children and young people
- Promoting and supporting quality and value for money

Services involved



1. Education placements within the independent sector (Independent schools, independent special schools, non-maintained special schools and special post 16 settings) The councils buys places within these settings to support the education of children and young people with SEND needs requiring a statutory Education, Health and Care Plan (EHCP).
2. Alternative Education Provision (AEP) Supports the Council to meet statutory responsibilities under Section 19 of the Education Act. The Council uses AEP to support the education of children and young people for a period of time, with the aim of reintegrating them into school as far and as soon as is possible. Children supported include:
 - Those not currently attending school due to medical needs
 - Those who have been permanently excluded from school
 - Children and young people with Special Educational Needs or Disabilities (SEND), where provision is being named as part of their Education, Health and Care Plan (EHCP). This is often referred to as 'Educated Other Than at School' (EOTAS)
 - Children in care to avoid the risk of permanent exclusion and provide stability for them

Cabinet 14th August 2024



Cabinet agreed to: the approach for a commissioning and procurement strategy; the principle of an open, competitive process to procure a multi-provider framework or equivalent and to delegated decision making following completion of a full procurement options appraisal, to approve the final route to market.

Timeframe



Commissioning and contracting mechanism for these services to be live by January 2026.

What has been achieved since August 2024



Continued monitoring of interim commissioning process for AEP to manage risk. Including continued compliance checks for new providers and follow up where gaps or further exploration from checks is needed. Responding to provider queries, supporting resolution and building relationships. Improving existing contracts i.e. Individual Placement Agreements.



Block contracts with independent sector. Have achieved with a small number of schools but continuing to explore if there are any other viable opportunities.



Initial meetings with AEP providers the Council is spending the most money with have been supported. We are exploring if any savings can be achieved where volumes of service are being bought, these negotiations are ongoing.



Engagement with both provider markets. Including publication of a PIN, soft market testing questionnaire and in person events (October 2024).



Initial needs analysis completed. This is being updated to include further lines of enquiry identified.



Learning from best practice. Including intelligence from Southwest AP Regional Network Group and benchmarking with a range of other local authorities.



Engagement and communication plan for the project has been produced.



Working with Parent Carer Forum to support engagement with parents and carers. Working on a plan for engagement activity with parents and carers as part of the project. Approaching with care and sensitivity as families accessing these services are amongst our most vulnerable.



Working with Participation team to support engagement opportunities with children and young people. This includes learning from events that have already taken place, and where we have heard key messages from children and young people.



Recommendations agreed for Phase 1 of the Options Appraisal. These have been agreed in principle with SRO's to be shared onto CSLT and onwards.



Impact assessment for the project started. This is an iterative document and will continue to be updated and added to as the project moves forward.



Next steps, key milestones and risks to manage.

Next Activity Focus

- Recommendations for Phase 2 of options appraisal
- Business case
- Engagement with internal teams, parents and carers, children and young people and providers
- Service specification development
- Preparation of tender pack

Key Milestones

Jan to March 2025

Engagement activity with key stakeholders (parents and carers, internal teams, children and young people, providers)

May 2025 Delegated decision on final route to market.

June 2025 Tender live for providers to bid (2 opportunities to be given)

Autumn 2025 Confirmation of successful bids

Winter 2025/26 Go live for new approach

Risks to manage

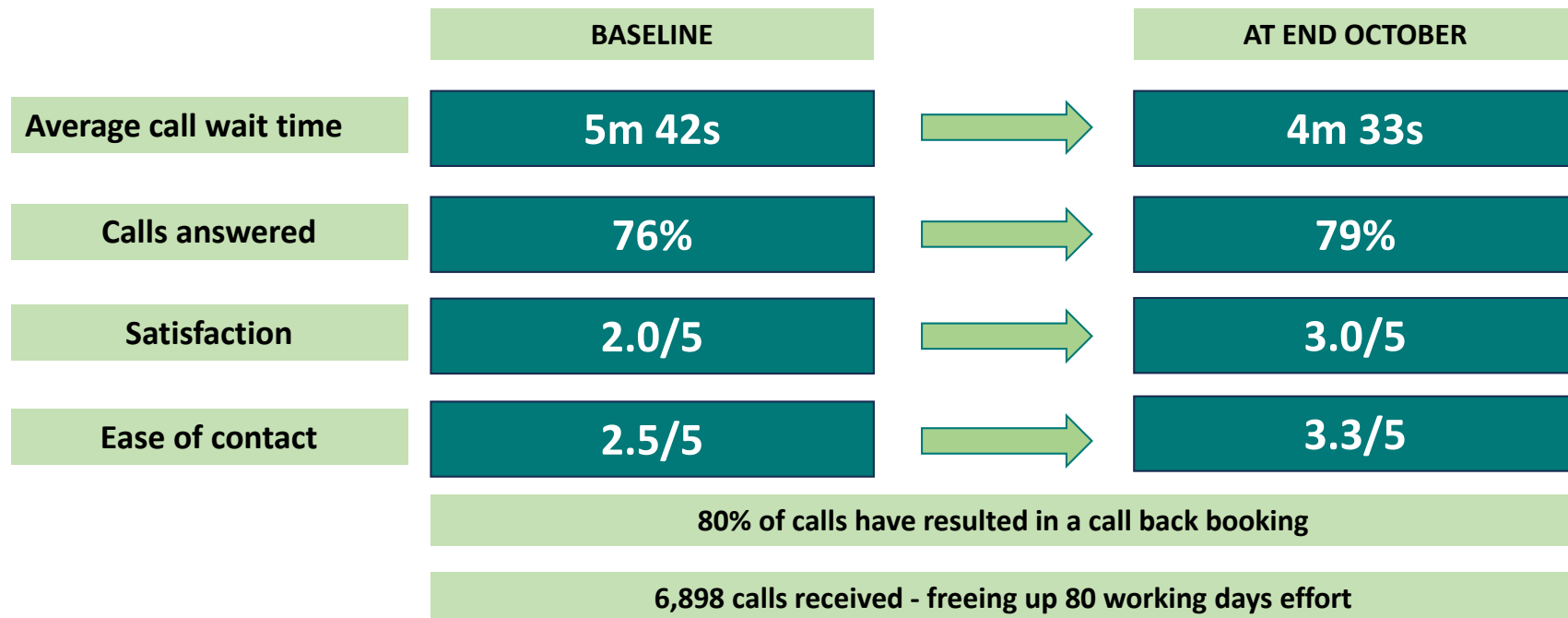
- Providers agreeing to be part of new approaches. Revising approach to spot contracting as this impacts the above
- Resource and capacity to monitor, review and implement all aspects of the approach with providers as we say we will
- Success of the approach highly dependent on skills, knowledge, understanding and practice of internal teams
- Impact and role of parental preference and tribunal outcomes
- Finance and inflationary increase pressures

Update on Education Health and Care Assessment Processes



Impact of calls moving to the Customer Service Centre

Calls to the SEND Statutory Service (previously 0-25 Team) were moved to the Customer Service Centre in April 2024, with the aim of extending the contact hours to families, improving staff wellbeing and freeing up capacity in the service to complete statutory processes.

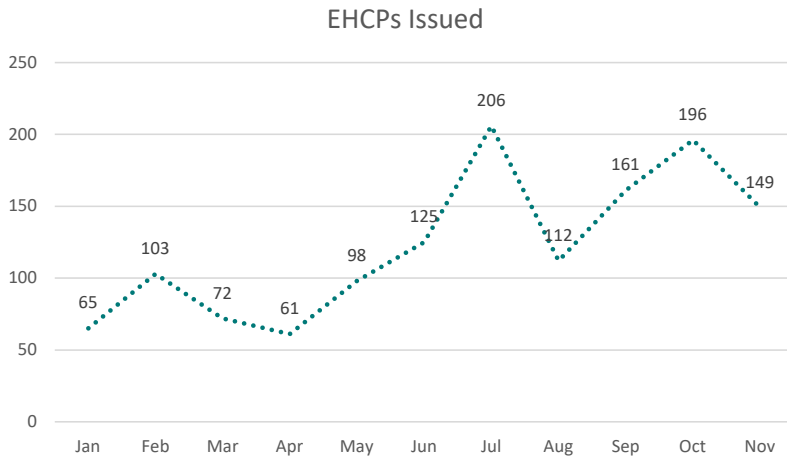


Feedback from parents and carers is mixed;

- “Each time I am told I will get a call back and nothing happens. I booked a telephone appointment and guess what? No call back.”
- *“I booked a call for Wednesday this week, but actually received a call last Friday...Really impressed. 😊”*

Now that the basics have been implemented and evaluated, improvements will be made as we continue to learn from stakeholder experience.

Timeliness of Education Health and Care Plans



98%

Increase in the average number of Plans being issued monthly since June 2024

From January to May - 399 plans were issued. An **average of 80** per month.

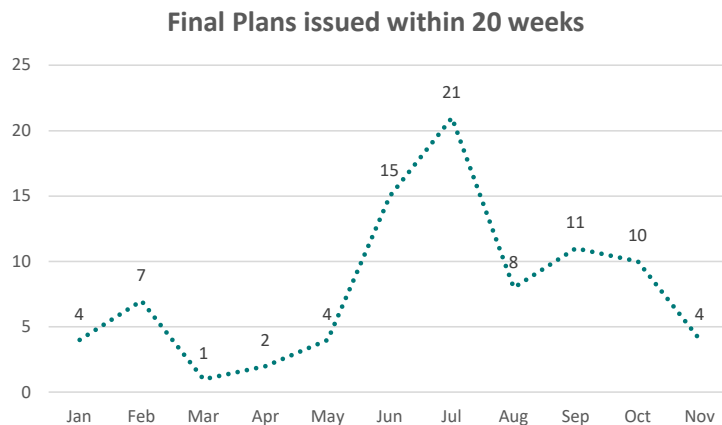
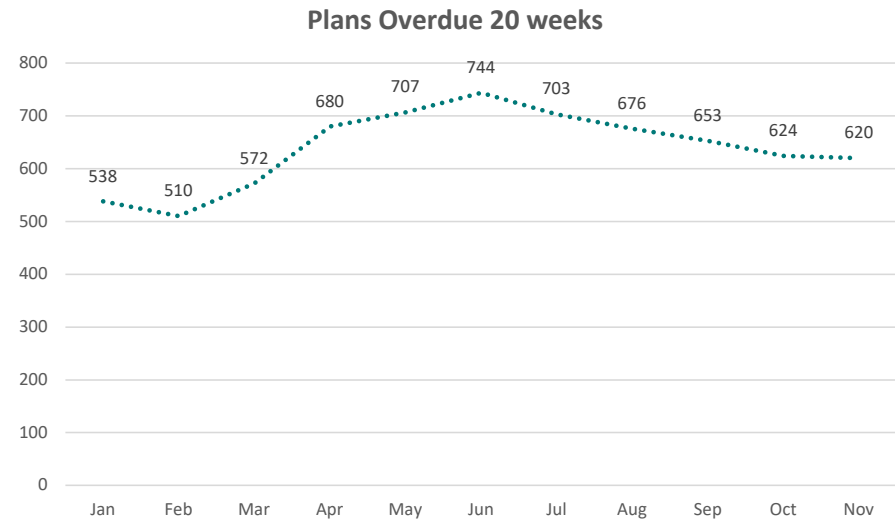
From June to November - 949 plans were issued. An **average of 158** per month



-17%

Decrease in Plans overdue from June 2024

From June the number of plans which are overdue has dropped from 744 to 620.



From January to May - 18 plans were issued within 20 weeks. An average of 4 a month

From June to November - 69 plans were issued within 20 weeks. An average of 12 per month

Slide 16

KK0 Need to update with November data

Kellie Knott, 2024-11-26T12:36:17.094

MCO 0 [@Ben Williams] - Can you update the graphs to include November as soon as the information becomes available.

Many thanks

Melanie Coleman, 2024-12-02T13:21:44.064

EHCP Dashboard

Population data is based on ONS population 2021	2020	2021	2022	2023	2024*
Number of EHC Needs Assessment (EHCNA) requests	1512	1745	2013	2146	2356
Requests for EHCNA as % 0-24 population **	0.72%	0.83%	0.93%	1.03%	1.03%

**projected figure based on average number of monthly requests in 2024 to date

	2020	2021	2022	2023	2024*
EHCs as % 0-24 population**	3.07%	3.46%	3.76%	4.26%	4.44%

*projected figure based on average increase in total EHCs in 2024 to date

Total Number of Active EHCs													
	Anticipated at SEN2 DfE data submission	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2023		8400	8456	8492	8519	8582	8647	8707	8718	8742	8813	8874	8892
2024	8873	8887	8989	9033	9049	9155	9298	9382	9436	9506	9664	9754	
2025	9833												

EHCP's issued per month by age group														
EHCs Issued	2023	Nov 23	Dec 23	Jan24	Feb 24	Mar 24	Apr 24	May 24	Jun 24	Jul 24	Aug 24	Sep 24	Oct 24	Nov 24
Under 5	215	10	18	8	18	8	7	10	8	52	43	25	26	21
Age 5 to 10	508	29	51	32	51	32	30	43	58	74	40	78	88	63
Age 11 to 15	321	21	31	30	31	30	14	39	49	68	27	43	63	53
Age 16 to 19	56	5	3	2	3	2	10	6	10	12	2	15	17	12
Age 20 to 25	1	0	0	0	0	0	0	0	0	0	0	0	2	0
Number of new EHCs Issued	1101	102	51	65	103	72	61	98	125	206	112	161	196	149

Number of EHCs ceased (based on decision to cease published date)															
Review Decision to Cease	2023	Nov 2023	Dec 2023	Jan 2024	Feb 2024	Mar 2024	Apr 2024	May 2024	Jun 2024	Jul 24	Aug 24	Sep 24	Oct 24	Nov 24	
Under 5	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Age 5 to 10	2	0	1	0	0	1	0	0	1	2	1	0	0	2	
Age 11 to 15	9	1	1	0	1	0	0	2	0	0	3	2	3	0	
Age 16 to 19	267	20	28	12	17	16	20	16	29	54	27	30	34	28	
Age 20 to 25+	310	11	61	10	12	11	11	19	17	25	40	18	29	61	
Number of EHCs ceased	588	32	91	22	30	28	31	37	47	81	71	50	66	91	

EHCs by setting type	Nov 23	Dec 23	Jan 24	Feb 24	Mar 24	Apr 24	May 24	Jun 24	Jul 24	Aug 24	Sep 24	Oct 24	Nov 24
Mainstream schools or academies	3658	3689	3709	3777	3817	3813	3885	3941	3782	3769	3766	3759	3977
Maintained special schools or special academies	1824	1823	1834	1835	1837	1839	1842	1821	1727	1709	1898	1879	1898
NMSS or independent schools	1210	1210	1222	1217	1224	1244	1261	1285	1283	1257	1297	1286	1316
Hospital schools or Alternative Provision	47	48	42	46	49	47	51	50	47	48	35	32	36
Post 16	1246	1238	984	981	979	970	967	963	957	912	1241	1309	1137

Slide 17

KK0 Need to update with November data

Kellie Knott, 2024-11-26T12:36:22.539

KK0 0 But only show rolling 12mths (and same month last year for comparison) so delete Oct 23 data

Kellie Knott, 2024-11-30T14:31:55.037

MC0 1 I've adjusted the table ready to insert.

Melanie Coleman, 2024-12-02T11:28:42.283

MC0 2 [@Ben Williams] - I've added in the Nov 24 column. Could you please add in the November data as soon as it becomes available. Many thanks

Melanie Coleman, 2024-12-02T13:22:45.250

EHCP Average Costs Dashboard

	AVERAGE COSTS						Trend from 22/23
	FTE (Mar 23)	2022/23 (Mar 23)	FTE (Mar 24)	2023/24 (Mar 24)	FTE (Sept 24)	2024/25 (Sept 24)	
Average cost of an EHCP	8,116	£16,183	9,033	£16,377	9,506	£16,964	↑
Average mainstream placement cost < 16	3,307	£6,272	3,391	£6,567	3,581	£6,123	↓
Average cost of an independent < 16	795	£52,458	790	£52,355	877	£54,145	↑
Average mainstream placement cost > 16	29	£14,384	41	£10,326	41	£10,326	↑
Average cost of an independent > 16	358	£46,025	426	£45,283	303	£46,179	↑
Average cost of maintained / academy special school - in county	1,655	£24,168	1,758	£25,082	1,843	£27,754	↑
Average cost of maintained / academy special school - out county	202	£17,118	148	£19,644	139	£24,987	↑
Average cost Resource Base place	77	£20,502	87	£17,187	102	£22,448	↔
Average cost of FE colleges	784	£4,335	943	£5,461	1,061	£9,335	↑
Average placement cost - alternative provision (contract)	138	£22,956	135	£21,822	137	£22,961	↑
Average placement cost - alternative provision (contract - Special Commission)	30	£9,133	22	£20,273	15	£27,137	↑
Average placement cost - alternative provision (Medical)	123	£17,818	130	£18,276	125	£17,948	↑
Average placement cost - alternative provision (other)	151	£9,053	206	£14,971	201	£12,902	↓
Average placement cost - alternative provision (Tutoring)	186	£8,113	199	£12,774	321	£11,484	↓

24/25 average costs include assumed savings within forecast which are expected from delivery of the SEND Transformation Programme

% of spend in: the independent, non-maintained special school

39.7%

37.1%

35.20%

Appendix A: SEND Transformation Programme Overview



SEND Transformation programme structure

SEND Transformation Programme



Programme Communications and Engagement

Programme milestone tracker

