

**High Needs Budget
Schools Forum
January 2020**

Wiltshire Council



SEND and Inclusion in Wiltshire

The vision is to work together to create an environment where:

“All children and young people with SEND and their families will have a voice that is heard. They will know how to access, and be able to access the joined-up support they need to thrive in their communities, to enjoy life and reach their full potential”



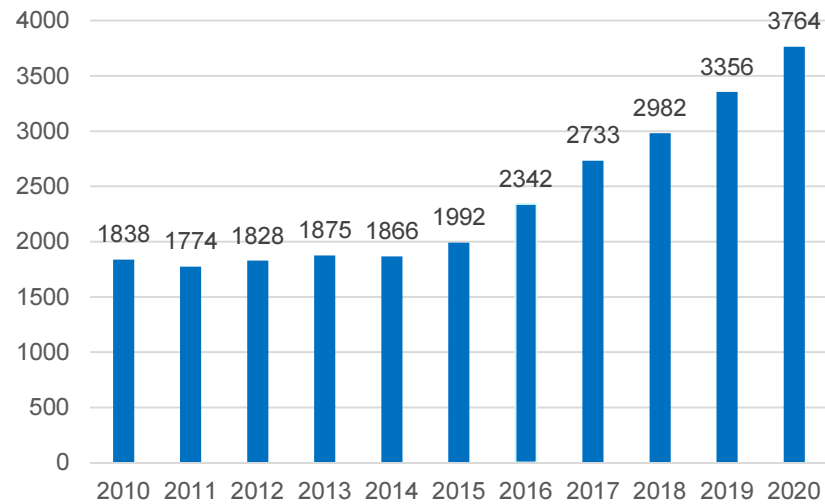
Nationally the Children and Families act 2014 has changed the way professionals work together to meet the needs of children with SEND. Our strategy needs to ensure that we:

- get education, health care and social care services working together
- tell children, young people and their parents what they need to know about their disability or special educational needs
- make sure children, young people and families know what help they can get when a child or young person has special educational needs or a disability
- make sure that different organisations work together to help children and young people with special educational needs
- give children and young people and their parents more say about the help they get
- set up one overall assessment to look at what special help a child or young person needs with their education, and their health and social care needs, all at the same time
- give a child or young person just one plan for meeting their education, health and social care needs, which can run from birth to age 25 if councils agree that a young person needs more time to get ready for adulthood
- make sure children, young people and their parents can choose some of the help they need
- provide ways to help sort things out if a child or young person or their parent needs to appeal about the help they get

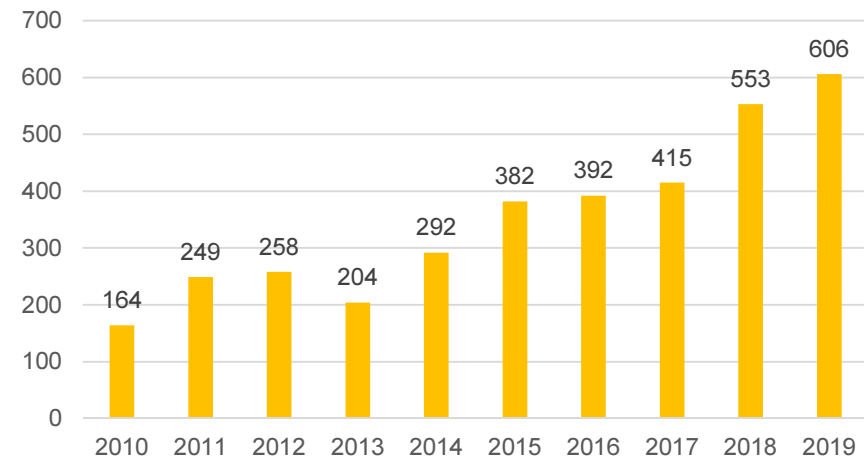
The pressures...

EHCP growth

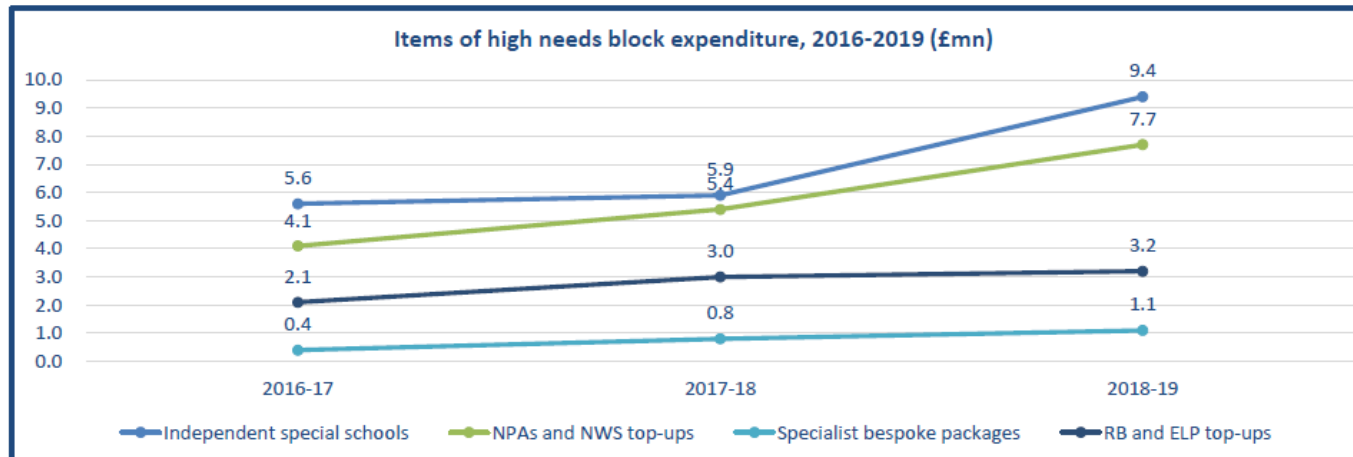
Total number of EHCP's (and statements)



Number of new EHCP's (and statements)
2010 - 2019 (calendar years)



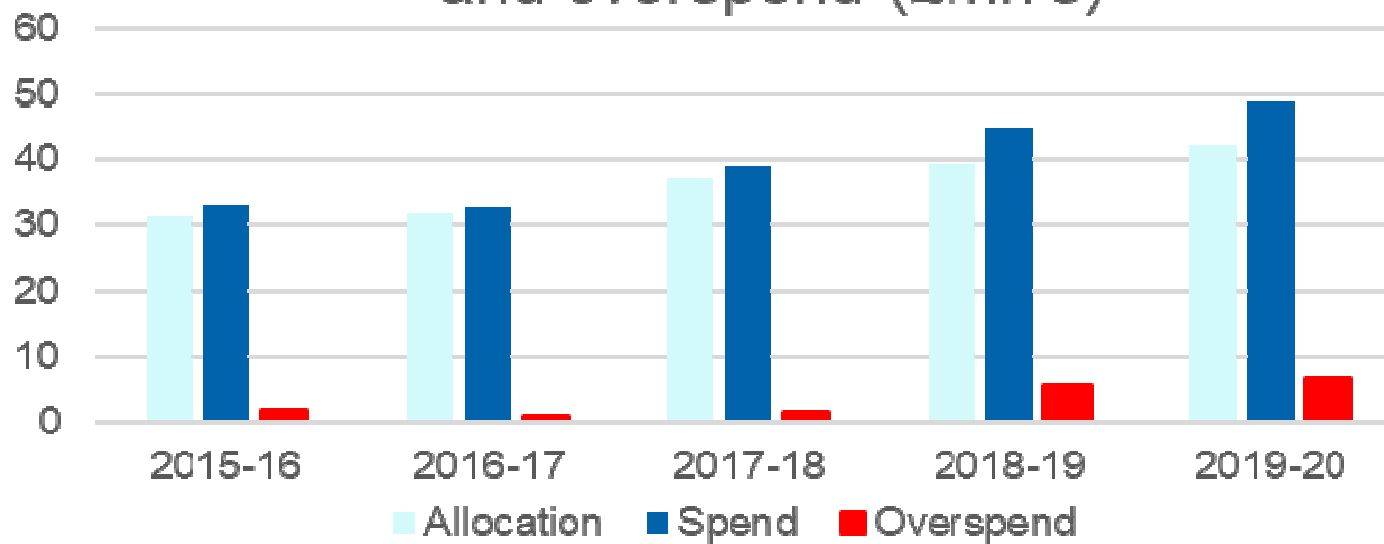
Part 1: Current context – (c) resources



While Wiltshire is less well-funded than similar local areas and the national average, and indeed is due to gain under changes to the high needs funding formula, this should not detract from a focus on the areas and causes of pressure on the high needs block. The evidence we have gathered suggests that the overspend on high needs has not been caused by the fact Wiltshire is less well-funded than it ought to be, but rather that there are systemic trends and factors that are driving the increased expenditure, which need to be addressed. If these are not addressed, any gains in funding allocations are likely to be outstripped by increased demand. The chart above shows four main areas of expenditure that have grown over the last three full financial years – (a) placements in independent special schools, (b) top-ups in mainstream (named pupil allowances or NPAs) and non-Wiltshire schools (NWS), (c) specialist bespoke packages of support for pupils not in school, and (d) top-ups for pupils in resource bases (RBs) and enhanced learning provisions (ELPs). These are all areas that are driven by factors within the Wiltshire system.

Expenditure

High Needs Block allocations, spend and overspend (£mn's)



The journey so far.....

- High Needs block working group (Heads and Local Authority) Autumn 2018- identifying issues, unpicking challenges
- Director Education and Skills assumes strategic lead SEND end of 2018
- ISOS consultants review of HN commissioned January 2019, consultation with school leaders, parents/carers, health and Local Authority officers across the spring and summer
- Final report presented to Schools Forum in Autumn 2019 by ISOS



PART 2: FINDINGS AND RECOMMENDATIONS

Overarching messages

In the course of this report, we make a series of recommendations – both immediate and longer-term actions – under our six main themes. Here, we want to emphasise three overarching points that underpin many of the recommendations we make.

1. **There is the need to build strong, strategic and co-productive relationships and partnerships with all key partners in the local system.** It would be a mistake to see the overspend on the high needs block as something that results from poor financial planning or is the responsibility of any one organisation. Instead, the factors that are driving the pressures giving rise to the overspend are multiple and complex. By the same token, taking forward an agenda of strengthening inclusion and support for young people with SEND and high needs will require a genuine partnership approach. There are some areas of strong partnership working within Wiltshire, but there are not systematic, strategic engagements with parents, schools and settings, and partner agencies to build shared ownership of the issues the system is facing, and develop a shared vision and strategy for how the local system will support young people with SEND and high needs.

2. **There is the need to ensure core processes that govern the day-to-day operation of the system are working effectively, are transparent, and have the confidence of families and professionals.** Throughout this review, we have heard concerns about a lack of confidence on the part of parents and providers in the consistency of some of the core process that cover access to support. This includes requests for EHC assessments, the issuing of EHCPs, and the provision of banded funding, and centre around a perceived lack of consistency in charring, application of criteria, and decision-making, as well as an absence of peer-level moderation, on the main SEN panel. This panel oversees the use of c.£40m of public money: it is important to get this right. At the same time, changes are also needed with regard to the leadership structure around SEND. The current separation of operational, commissioning, funding and strategic leadership has not helped to foster a coherent and effective oversight of the system. Aligning these functions and establishing robust system governance are much needed.

3. **There needs to be a strategically planned continuum of SEND and high needs support, services and provision.** This will involve ensuring that there are clear and complementary roles for all forms of support, services and provision, how they contribute to the overall strategy and outcomes for the system, which keep pace with changing needs and deliver consistently.

PART 2: FINDINGS AND RECOMMENDATIONS



Recommendations: Quick wins

- **Mainstream inclusion** – start a co-productive dialogue with mainstream settings and schools, parents and carers, and other services about what the principles and hallmarks of good mainstream inclusion in Wiltshire should be – to provide a foundation for consistent practice and improving parents’ confidence in mainstream inclusion. Embedding this will be part of a longer piece of work, but we suggest it is important to start this process and identify some foundational principles.
- **SENCO networks** – re-establish county-wide (although potentially locally delivered) SENCO networks, offering a rolling programme of induction, training in core processes, and practice enhancement around county-wide priorities for SENCOs and other leaders involved in supporting children with SEND. Ensure the work of the networks is centrally co-ordinated, professionally supported and informed by a shared strategy / priorities – co-produce this with SENCOs.
- **Whole-school inclusion** – through work that is already in train, agree processes for sharing intelligence and joining up support for school improvement and inclusion, so that there is a focus on whole-school improvement, and support and challenge to school leaders and governors around school effectiveness and inclusion.

Recommendations: Longer-term actions

- **Mainstream inclusion** – continue to develop a set of consistent expectations of mainstream inclusion across Wiltshire, and ensure this is set out on the local offer so that there is transparency about what families and professionals can expect to be consistent across all schools. (Leaders suggested creating a Wiltshire inclusion quality mark.) Build on this and existing networks to facilitate school-to-school working. Develop a rolling programme of whole-school inclusion support.
- **Targeted support** – consider the current offer of (and potential overlaps within) targeted support. Work with SENCOs and school leaders to co-produce a new offer, with clear aims, consistent models of support, and outcome measures.

The journey so far.....

- CCG recently appointed a Designated Clinical Officer (DCO) to oversee health involvement and contributions
- Part-time CCG funded post SEND lead worked- improving health input, working with individual families where health plays a significant part

Isos recommendations implemented:

- SENCo networks re-established
- Headteacher briefings- 6 times a year in 4 locations
- Consultant Headteacher to lead on Inclusion in Schools- September 2019
- SENs team moved to Education and Skills January 2020- new post created Head of SEND and Inclusion
- Alignment to EYs, School Effectiveness and employment & skills- 0-25
- Head of Inclusion and SEND in post from Summer term 2020
- New SEND & Inclusion strategy in draft following consultation
- SEND Board re-established
- FACT workstream- A good Education for All- multi-agency approach



The journey so far.....

- Additional Specialist places:
 - 400 place school planned in the north with £33m commitment from the Local Authority
 - SEMH/ASD Free school in the south (£12m investment from DfE) 150 places 5-19 ASD & SEMH (2022 opening)
 - Springfield Satellite in the south 32 places
 - Additional Resource base places: Fitzmaurice Primary (12 places), Rivermead (12 places), Wansdyke Community (8 places), The Avenue (10 places) Manorfield (5 places)
 - Expansions: Downlands (16 places), Exeter House (18 places), Rowdeford (28 places) & Springfield north (44 places)



Place Planning

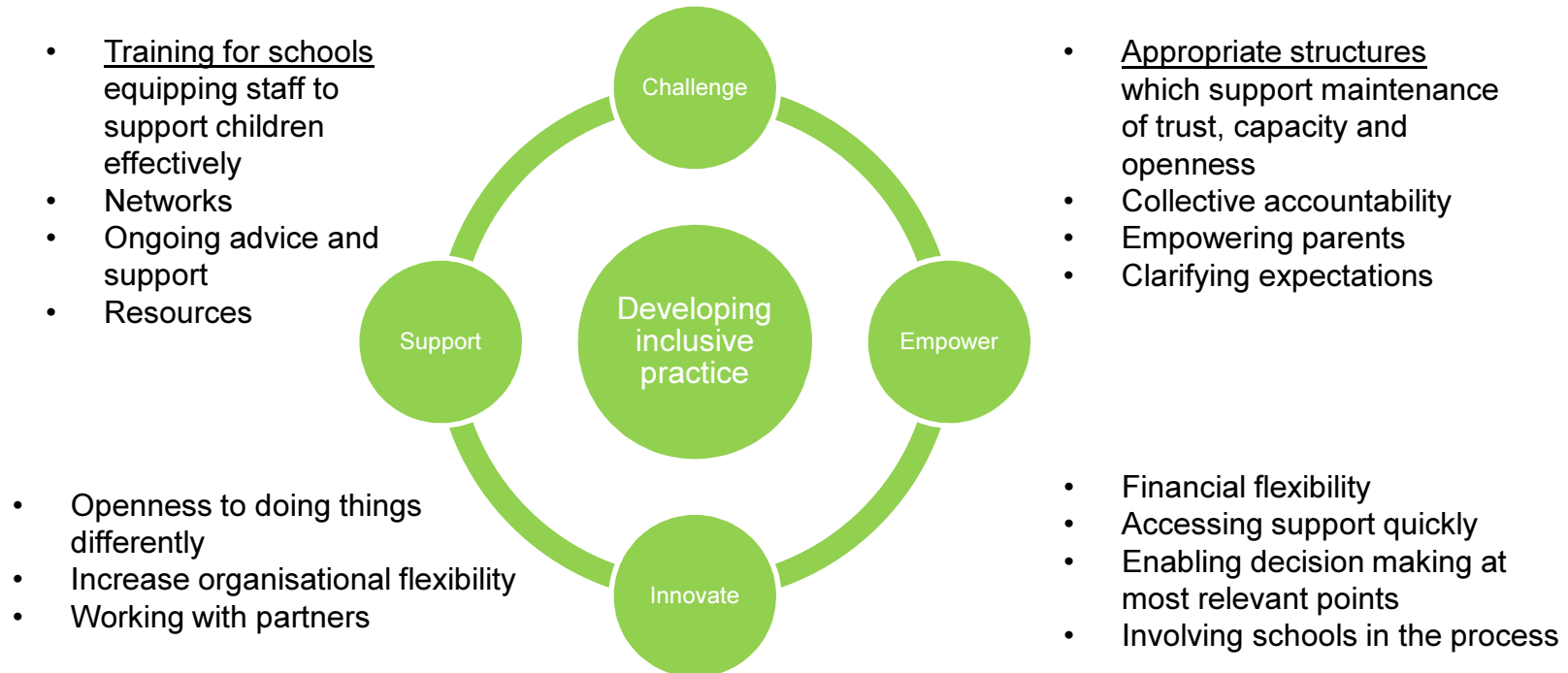
- Increased Special School & Resource Base Planned Places

Financial Year	TOTAL	Special	Mainstream	Notes
19/20	97	87	10	<i>44 Springfields, 5 Downlands, 18 Exeter House & 20 Rowdeford</i>
20/21	66	56	10	<i>32 Springfields (south) 16 Downlands 8 Rowdeford</i>
Future		North Expansion South Free School 150		

Strategic Financial Recovery Plan Themes

1. Inclusive Practice in Schools
2. Place planning
3. Project planning

Developing inclusive practice in schools



Specific projects/ actions to support this process

Development of Wiltshire Graduated Response Document (GRSS) – currently in draft, to:

- Increase quality of interface – increase ease of use and understanding
- Simplify access and use of framework
- Enable better understanding of comorbidity of need through adapted layout and information

Change the banding system to an assessment matrix model – model in draft, being reviewed by relevant professionals

- Enable understanding of totality of need across the system that can be quantified
- Enable better understanding and approach for moderation
- Enable better decisions to be made on the basis of better / more informed information

Specific projects/ actions to support this process

- Develop PATHs approach to planning and development of Pre-EHCP/EHCP planning to better meet needs of individuals within a community (currently in planning process – EPS led) to begin practically from March/April 2020. This will also support the re-development of the EHCP model.
- Establish a SEN help desk to increase access to support and direct school to enable them to get the support they need at the time they need it (April, 2020)
- Whole school SEND implemented and used by all schools to enable better recognition of needs, support and intervention required



Specific projects/ actions to support this process

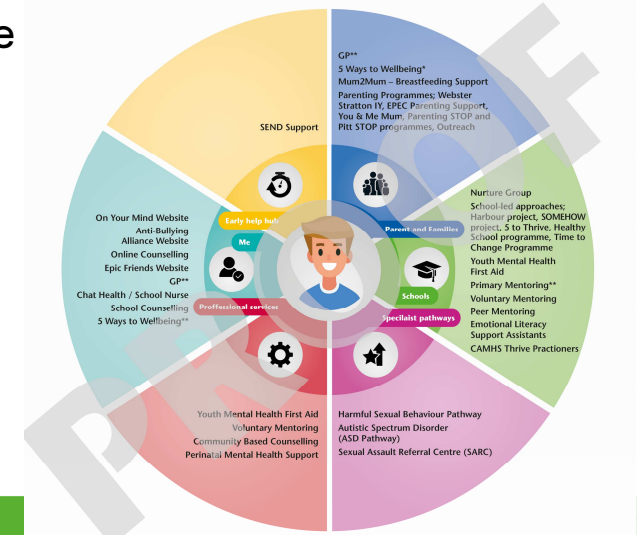
Refocus the SEN and inclusion teams to focus on system and capacity building rather than the heavy and increasing focus on individual casework (should be seen in coordination with the actions above)

- As capacity allows regionalise the inclusion support system in support of developing local solutions to meet local needs
- All schools to have an SEN surgery meeting that will be run by a multi-agency team – this will identify and support: environmental development, use of graduated support, training and individual student needs. This work will be enhanced for schools with resource bases or ELP provision to support schools in reviewing these provisions to support internal (and where appropriate) external need
- All special schools to have a multi-agency review to support their capacity development moving forwards and quality assure any subsequent outreach support and development work

Specific projects/ actions to support this process

Development of tiered training model (should be seen as complementary to previous slide) – ensuring that all schools increase capacity and increased minimum training and understanding to meet pre-EHCP need. All Wiltshire schools :

- Gold NASEN membership for all schools (access to online training, forums and resources)
- Autism Education Trust (AET) hub managed and developed at county level (free access to level 1 training for all schools, heavily subsidised access for level 2-3)
- Development of Wiltshire inclusion mark which recognises the training and commitment to inclusion by schools receiving this SEMH pathway – ensuring that all schools are aware of the support and can access it easily. This approach is being replicated for other pathways



Wiltshire Council

Projects to recover HNB deficit

- Dyslexia friendly schools
- Inclusion and school effectiveness project
- ELP/RBs
- SEND assessment and EHCP
- Review of INMSS including commissioning challenge
- Post 16 Transition
- SEND AP project
- Digital solutions
- Early intervention and support project

Dyslexia friendly schools

Aims:

- Initially funding and supporting 16 schools to gain the national Dyslexia mark, basing the SSENs team (in respect to Dyslexia) into these schools, creating community model of provision around these key schools.
- Work with the voluntary sector to create ongoing training and support across the county.
- Reducing placing at Dyslexia Special schools by 25% over next 6 years.
- To create a cumulative saving of £260,000 in 5 years and £120,000 thereafter.

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.007M	£0.051M	£0.088M (£0.126 in 23-24)

Inclusion and school effectiveness project

Aims:

- To bring together schools, school effectiveness, inclusion services and SEND through a range of specific collaboration projects. In so doing accelerate inclusive engagement and the development of joined-up ideas and practical solutions which will lead to sustainable, efficient and effective practice.
- To engage a minimum of 45-60 schools from January 2020 (15-20 region) and replicate this in year 2 and 3 (which will lead to the direct engagement of almost 80% of schools in Wiltshire)
- To specifically target high needs areas with disproportionate ECHP/ tier 3 need
- Significantly decrease application for EHCP and tier 3 services through higher quality foundational practice and provision and early tier 2 access

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.800M	£1.00M	£1.00M

ELP/RBs

Aims:

- Re-evaluate and re-develop the approach, use and allocation of Enhanced learning provision (ELP) and Resource base (RB) provision in schools
- Increase capacity, effectiveness and value for money in provisions
- Increase impact and inclusive capacity within the schools themselves
- Increase capacity for cross-school working and wider inclusive capacity development
- Decrease applications to Special schools for students whose needs could be met through enhanced provision models
- Either reduction in direct costs or reduction in special school application associated cost

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.400m	£0.400m	£0.400m

SEND assessment and EHCP

Aims:

- Review SEND statutory panel and associated advice/pathways
- Devise a 'no EHCP' support package- time-limited
- Tripartite funding of plans
- Review banding
- Peer-to-peer moderation

Potential impact on the HNB			
	20-21	21-22	22-23
	£1.000m	£1.000m	£1.000m

Review of INMSS including commissioning challenge

Aims:

- There are 205 ISS placements costing at total of £12m. Some of these placements are joint funded with Local Authority Social Care budgets and occasionally a CCG contribution. The total cost to the High Needs block is 9.6m. This is an average of £48k per placement. ISS placements are made for a variety of reasons. There are three broad categories under which this provision can be considered.
- Develop greater oversight of ISS usage and actively manage all placements. This would be to work with the second and third categories of placement (high-cost specialist & day specialist centres) and to focus on the following key points:
- Point of Placement- agree the overall package, for example lifetime of placement and lifetime placement costs along with the outcomes for placement. As an example if we were placing a 12 year old we would specify that the placement was up to 16 with four years at fixed cost with the agreed outcome that the child would return to maintained provision for post 16 provision.
- Phased Transfer Points. Attend key reviews and also ensure SENDLW review activity was focussed on transition as well as outcomes.
- Developing intelligence on gaps in the market that lead to ISS placements being made and then working with local providers to fill those gaps and prevent future requirement for ISS placements.

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.500m	£0.500m	£1.00m

Post 16 Transition- pathway to adulthood

Aims:

- To start the process much earlier to gain the right skills needed for independence
- To champion increased independence, enabling young people to live, work and be active contributors in their community, making the best use of their own and other available resources and opportunities
- To promote person centred support and outcome focused practices
- To adopt strength-based principles that considers informal as well as formal networks of support and community capacity
- To reduce the impact of transition by working in a more integrated way with multi-agency partners and adopting co-production in working with children and young people
- To promote Choice and Control with shared responsibility and community resilience

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.300m	£0.600m	£0.600m

**Wiltshire's Multi Agency
Preparing for Adulthood
and
Transition
policy and procedure**

PROFESSIONALS' VERSION

Date: September 2019

Draft

Wiltshire Council

SEND Alternative Provision (AP) project

Aims: Develop AP provision for students with EHCPs

- Develop/commission provision for EHCP students requiring AP
- Reduce reliance on costly AP packages

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.360m	£0.360m	£0.500m

Digital solutions

Aims: To use online digital approaches to enable educational providers to access support and training for children without an EHCP.

Outcomes:

- Quick and easily accessible help
- Professional time is used for coached and mentored support rather than assessment and diagnosis
- Better use of SEN Support and reduce use of EHCPs
- More children/young people support in mainstream settings
- Less need for MLD students to go to special schools as ELP and mainstream is giving relevant support.
- Where EHCPs are required more of the funding can go to pastoral support

Potential impact on the HNB			
19-20	20-21	21-22	22-23
-£0.025M Investment	£0.500M	£2M	£2 – £5M dependent on engagement

Early intervention and support project

Aims:

- Review the process through which early assessment and identification is being carried out
- Provide enhanced early intervention and support for Early years settings without the need to escalate to EHCPs at such an early stage.
- Increase communication and partnership between Early Years settings, schools and parents to increase understanding on managing SEN in early phases

Potential impact on the HNB			
	20-21	21-22	22-23
	£0.300m	£0.600m	

Next steps..

- Working group to convene to discuss plans and identify future savings: The Mead Trust, Studley Green, Larkrise, Palladium Trust
 - all welcome, further volunteers please contact Marie or Grant