SAFETY VALVE PROGRAMME OVERVIEW							
LA Name	Date Report Submitted	Signed off by S151 Officer & Director of Children's Services	Name & En	nail Address of Key Personnel			
Wiltshire	11 th December 2024		CEO: S151 Officer:	Lucy Townsend Lucy.Townsend@wiltshire.gov.uk Lizzie Watkin Lizzie.Watkin@wiltshire.gov.uk			
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Is your LA's Safety Valve plan on track?	Yes/No	Commentary
To achieve the Safety Valve agreement's projected deficit in the current year?	No	As was reported in the August update, based on the Q1 forecast, the Wiltshire Safety Vave agreement is not on track to meet the projected deficit in year. This remains the case based on Q2 monitoring, and there has been further adverse movement of £5.05m. This is due to continued demand being higher than forecast, and this generating more independent non-maintained special school placements.
To achieve a £0 DSG deficit by the end of the Safety Valve agreement?	No	Further analysis has been undertaken to model forward the impact of the plan being off-track. It is no longer thought possible to reach a £0 deficit by the end of the 5 year Safety Valve agreement. This is a reflection that, despite positive steps being taken on inclusion, finance and post-16 workstreams, there has not been any appreciable impact seen in Year 1 so far, and consequently there has been additional cost been added to the system. There is a plan to reach balance 7 years after the commencement of the Safety Valve agreement (April 2031) and a discussion with the DfE about amending the agreement in line with this would be welcomed. Given how this impacts the residual deficit, which the council is responsible for, the authority has thoroughly explored options to get to a balanced position earlier.

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	However, it has not been possible to identify viable options without compromising the support that is offered to, and required by, Children and Young People with SEND in Wiltshire.				

	Yes/No	Commentary
Is your LA's Safety Valve capital project on track?	Yes	Despite a number of significant challenges, including an extended delay in determining the outcome of our application, the capital project is back on track and should deliver the expected placements on schedule.

Programme Headlines

This quarter, the biggest drivers of positive change have been (up to 3):

- The continued relationships with Wiltshire Parent Carer Council (WPCC) and schools have enabled mature conversations and understanding across the system about the scale of SEND transformation required.
- 2. As the plan has been reworked, there has been system-wide willingness to engage with the process, despite the complexity and scale of the change required as well as competing priorities during the month of October when we were engaged in the Ofsted/CQC Local Area SEND inspection.
- There has been successful recruitment into teams which will deliver support on the ground in schools. The staff recruited are credible specialists in their field, which is vital to their success. This includes, for example, recruitment of secondary behaviour support advisory teachers and SEMH inclusion mentors.

This quarter, the biggest barrier(s) to successful implementation of the Safety Valve plan have been (up to 3):

1. Capacity from officers across the partnership was lower than usual, due to the Ofsted/CQC Local Area SEND inspection, which kept key stakeholders busy for around a month. Leaders were very willing to give Safety Valve their full attention once the inspection had passed.

This quarter, the best examples of stakeholder engagement around the Safety Valve plan have been (up to 3):

- 1. The authority has continued to model co-design and engagement principles while delivering the plan and developing the new mitigations. There have been multiple engagement events with parent carers and schools to ensure stakeholders remain engaged, involved and have their views heard. For example, 3 face-to-face parent carer events were held in September across the county and webinars have been held monthly providing live Q&A opportunities. These have been led by the Director of Education and Skills and the Inclusion, SEND and AP Transformation Lead.
- 2. The first of the Stakeholder Reference Panels has taken place, bringing together schools, parent carers and the voice of children and young people to discuss and influence our project proposals.
- 3. The revised proposals and descriptors for EHCP top-up funding in Wiltshire have been developed through a series of small working groups with key stakeholders from the Statutory SEND team and the community care provider, HCRG Care Group. Consultation events have been delivered for schools and parent/carers as 'live' events to enable meaningful dialogue and discussion beyond the standard consultation response medium.

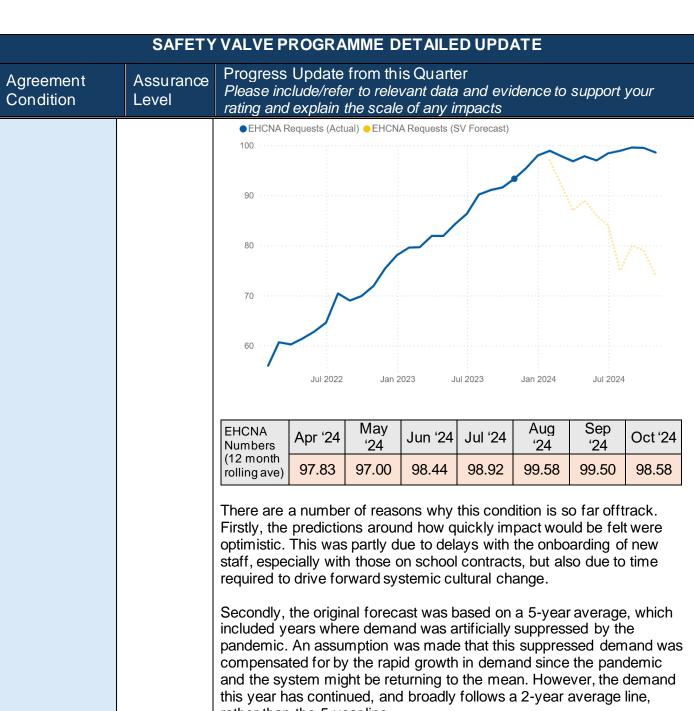
Alongside your Safety Valve financial and narrative monitoring reports, please share with us the latest strategic data dashboard utilised by your governance oversight board for Safety Valve.

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<u>NB</u> This should not be something created for the DfE Safety	Valve monitoring process; if you do not have a
strategic data dashboard, just let us know.	

	SAFETY	VALVE PROGRAMME DETAILED UPDATE
Agreement Condition	Assurance Level	Progress Update from this Quarter Please include/refer to relevant data and evidence to support your rating and explain the scale of any impacts
Condition 1: The authority undertakes to reach a positive in-year balance on its	Update 1 (May) Green Update 2	The current financial forecast is detailed on the attached finance template. The council is no longer predicting a positive in-year balance by the end of 2028/29. The latest forecast is that a positive in-year balance will be
Dedicated Schools Grant (DSG) account	(August) Amber	possible by the end of 2030/31 and in subsequent years.
by the end of 2028-29 and in each subsequent	Update 3 (November)	High Needs Block financial forecast 2023/24 - 2030/31 (£,000)
year.	Red	120,000 100,000 80,000 60,000
Condition 2: The authority undertakes to control and	Update 1 (May) Green	40,000 20,000 0
reduce the cumulative deficit, not exceeding	Update 2 (August)	-20,000 2023/24 2024/25 2025/26 2026/27 2027/28 2028/29 2029/30 2030/31 Mitigated In-Year Overspend — Mitigated Cumulative Deficit
£84.5m in financial year 2024/25.	Update 3 (November)	The forecast above includes all the mitigations that have been developed, including new targets that the authority has given itself to stabilise EHCP numbers by April 2026, it has included the Local Authority contribution, and has assumed the Safety Valve payments continue.
		Income for 2025/26 has been assumed to be £80.301m. This is in line with the provisional allocation announced on 28 November and represents an increase of 7.9% compared with 2024/25. This allocation will be updated following the final funding settlement in December and again in March 2025.
		In future years High Needs Block income is assumed to increase by 3% per annum in line with DfE guidance. It should be noted that if all other assumptions remain the same, a 5% increase per annum in the HNB would enable in year balance to be achieved 1 year earlier.
		The assumption of a 1% schools block transfer has been removed for 2025/26 and replaced with a proposed 0.5% transfer. This reflects the increased high needs block allocation for 2025/26. An assumption of 1% schools block transfer remains for future years.
		Inflation on unit costs has been assumed at 2.2% per annum
		This forecast does require INMSS spend to reduce to below £4m by the end of the plan which is very ambitious. We have adjusted the forecast in line with known slippage in these projects, but reaching balance in year 7 will require all the existing capital projects to be delivered on time. Additionally, there are a further 25 special school places planned

	SAFETY	VALVE P	ROGRA	MME D	ETAILE	D UPD	ATE		
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		for Septem places bey					8, and m	ore reso	urce base
		The foreca EHCP rate EHCP nun compared	s to be ir nbers as	n line wit at 31 Ma	h Good c arch 2031	or Outsta are ass	nding co umed to	uncils. T	his means
		This would manage, u especially they have reviewing v meet key r	p from £ if local go been in r what step	70.3m in overnme ecent yet os it can	the origi nt budge ars. Thei take to a	nal plan. ts contin refore, th	This will ue to be le counci	be a cha pressure I will be i	allenge, d, as egularly
Condition 3.1: Provide earlier	Update 1 (May)	The Wiltshire SEND Local Area Partnership inspection was undertaken							
support for children and	Green	during this	during this period. The outcome, which was to award the high grading, and the final report was published on 6 th December.					the highe	
young people with SEND, improving	Update 2 (August)	In the report, inspectors specifically highlight how inclusive this system is saying "Wiltshire children benefit from an inclusive education system. The development of the 'ordinarily available provision for all learners' strategy has helped secure a system-wide commitment to inclusive							
inclusion practices and	Amber						arners'		
managing pressure points and school	Update 3 (November)	practice in schools." Inspectors were also impressed with the early help offer in Wiltshire, and the work around school transition points.							
transitions.	Amber	Receiving such positive, independent validation of the inclusion approach in Wiltshire has given leaders confidence that the directic travel set out in the Sustainability Plan was the right one. However, is not leading to complacency, and leaders understand that signific work is still required. The preventative early support activity that was expected during this quarter has been delivered, as was the case last quarter. However					ection of ever, this gnificant ng this ever, the		
		activity is r impacting						bers, and	this is
		EHCP Numbers	Apr '24	May '24	Jun '24	Jul '24	Aug '24	Sep '24	Oct '24
		SV Forecast	5562	5586	5609	5632	5645	5649	5669
		Actual	5728	5815	5867	5861	5932	6051	6161
		The number Demand, a requests rehighest leven not continue that is sign submitted position in EHCNA re	as measu eceived, rel it has uing to indificantly in in Decent other loc	ured by the has contour ever bee crease slower presented by the contour	ne number inued to in in Wilts nows a medictable 3. This is	er of EHO hold stea shire, but nore stab than it w also in o	C Needs ady. This the fact ole syster as when contrast t	Assessm remains that den m is eme the plan to the rep	nent at the nand is rging, was first ported



rather than the 5-year line.

There has also been an impact because the council has made significant progress with clearing the EHCNA backlog, ensuring that where children and young people have a level of need which would warrant an EHCP, this is available to them. The result of this is that the backlog is now at its lowest level since 2020, but this has brought more plans forward.

This realisation has driven a re-appraisal and re-forecasting of the data trends in the system. There are five key insights:

- a) Demand is strongest in Early Years which was understood before, but the new analysis has revealed that a guarter of assessment requests were made for three-year-olds last year.
- b) There appear to be opportunities to cease plans pre-16 when children and young people meet outcomes. According to the data, since 2020 fewer than 15 children and young people with SEND of statutory school age have 'met all outcomes' and been able to have their plan ceased. This seems unrealistically low and does not align with Wiltshire's strong attainment data for children and young people with SEND.

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		 c) While improving significantly this year, the No to Assess and No to Issue rates in Wiltshire are lower than our statistical neighbours. This implies that there are further opportunities to improve the robustness of decision making in this area underpinned by effective SEND support for children and young people who are pre-statutory. d) There have been consistent and sustained shifts 'up' in placement, with more children going into Special School or Independent Special schools and whilst multi-disciplinary decision-making and allocation of resource are robust, work is ongoing to increase the volume and breadth of specialist provision available within our local SEND system, in line with the council's ambitious Specialist Place Planning strategy. e) More children with EHCPs are now funded on a Band 3 or 4 plan instead of a Band 0 or 1 plan. This is reflective of school funding pressures which are seen nationally and experienced more profoundly in Wiltshire as an F40 council. The EHCP Top-Up Funding review is focussed on prioritising funding allocations based on need and bringing our system into balance. f) The biggest growth areas are in Social Emotional and Mental Health (SEMH) and Speech Language and Communication (SLCN) which have grown as a proportion of EHCPs. Given these insights, changes to the plan have focussed on accelerating or developing proposals in the following areas: 1. Training to improve confidence in the mainstream inclusion offer. 2. Improve communication around mainstream inclusion. 		
		 Communicate the inclusion offer more explicitly. Develop the support which is part of inclusion offer. Support children and young people with SEN through transitions. Work with Public Health to develop a more effective early help offer. Change our processes to offer Social Care Early Help Assessments earlier. Greater support in Early Years Increased prioritisation of Annual Review attendance and focus on Outcomes met, supporting pre- and post-16 ceases. 		
		In addition to these proposals, which will generate a large benefit in the medium to long term, Wiltshire Council are committing to urgent action to arrest the negative movement. The authority has set an ambitious target of stabilising EHCP numbers by April 2026.		
		 This will be done through a limited number of highly targeted, tangible projects. A small team who will work intensively with parent carers over a period of 6-8 weeks seeking to solve problems quickly and efficiently, avoiding recourse to statutory assessment. A more intensive approach to utilising Early Help and Early Support Assessments in Early Years which includes the Early Years Pathway Navigators who are starting in January 2025. 		

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		 Targeting support to schools who appear to be outliers in the data, based on inclusion metrics, and working with them to support best practice and inclusion. Work to identify children and young people with EHCPs who are close to meeting all of their outcomes, prioritising their annual reviews and celebrating successes and step down from an EHCP. In parallel, training on producing SMART outcomes will be prioritised at system-wide level. These 4 interventions are expected to have an impact on EHCP growth of 39 plans a month, which is £30m over the life of the plan. This gives the system a much better chance of achieving balance through the 			
		medium-long term interventions articulated in the original plan.			
Condition 3.2: Prevent the need for escalation by providing the	Update 1 (May) Green Update 2	The activity that was planned to support this agreement condition is on track. The percentage of children and young people in Independent Non-Maintained Special School (INMSS) placements is broadly in line with the figures reported at the last quarter (5.86% in July, 5.62% in			
right support, first time,	ipport, ie, (August)	October) and so this workstream is RAG rated as Green – on track. These percentages equate to one fewer INMSS placement in October as compared to July, but 44 more than this time last year. Independent			
including a more holistic	Green				
response alongside health and	Update 3 (November)	sector placements are only commissioned where there is no maintained provision available in county. Robust decision-making at point of placement occurs in Wiltshire. Opportunities for planned step-downs at			
social care, with improved	Green	age-phase transfer points and appropriate points mid-phase continue to be actively explored. These step-downs will accelerate when our new			
management and communication.	ement	local planned specialist placements come online, and we are developing options to use modular or temporary accommodation to bring this forward.			
		●INMSS (actual) ●INMSS (forecast)			
		6.5%			
		6.0%			
		5.5%			
		5.0% Jul 2022 Jan 2023 Jul 2023 Jan 2024 Jul 2024			
		The Local Area Partnership inspection highlighted the strong partnership work, which is already happening in Wiltshire, as well as the ongoing commitment to provide a truly holistic response to SEND need.			
		To this end, the partnership has been working on a toolkit for schools to support them in managing medical needs in mainstream settings. This joint piece of work, between the council and ICB will launch in January 2025. The clarity around responsibilities and where to turn for support or advice should help schools and settings feel more confident and reduce any need for escalation.			
		The rollout of Family Hubs was highlighted in the August report as an area of good practice, and these have continued to be an area of			

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		strength. Work is ongoing to understand what can be done to further support this service as it currently has a waiting list. The main drivers for referrals are mental health of parent carers or children and young people.
		The 'go-live' date of the SEND early help line was pushed back due to the Local Area SEND inspection creating a pause in the induction plan that was in place. However, this has now launched.
		The consultation on EHCP top-up funding has opened as planned. The proposal will secure special school funding, to ensure that the system avoids INMSS placements, and will address the current trend whereby schools regularly seek 'up-banding'. The expectation is that, should this proposal be adopted, it will re-link funding to need.
		Recognising the need to address the growth in INMSS placements, the authority is also taking urgent action in this area. These proposals aim to reduce growth in INMSS placements by 20% by April 2026, above and in addition to the expected reduction generated by action under Condition 3.3 (increasing availability of maintained special school and resource base placements).
		This action is focussed both on stepping down children and young people mid-phase as part of the annual review process, and on establishing Assistant Education Officer posts to ensure support and challenge is available to push back on no responses from schools, where appropriate, thereby preventing escalation,
Condition 3.3: Increase the number of special school	Update 1 (May) Amber	As was the case in August, significant progress has been made against this condition, however the delivery of special school places is still Amber – Off Track.
placements, resourced provision, and alternative	Update 2 (August)	156 new special school places were due to come online in September, but unfortunately only 98 were delivered. These delays were due to a new academy free school being unable to take children up to expected
provision to ensure that children and young people	Update 3 (November)	PAN following challenges with leadership and staffing capacity (DfE regions group has full awareness). Also, delays in Ofsted registration timeline for an independent provision within local authority premises, run by a subsidiary company of a MAT with special school expertise.
can access the support they need, with proper reintegration support for children who can be appropriately supported in mainstream provision.	Amber	Work is underway to bring the growth in places back on track as soon as possible within the current academic year. Confirmation of the capital funding to support new special school places in the south of the county has secured the next phases of this work. Urgent work was required to move this crucial scheme forward to secure the site and to get approvals. This workstream is now on track and is forecast to deliver a new 120 place special school will start to take pupils from September 2025.
		Another element of this work which has made real progress is the creation of further secondary resource bases. While the need for places had been identified, there was not a clear pathway forward. Thanks to highly focused work from the SEND team and dedicated project management resource from SEND transformation, there is now a clear

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		pipeline, and schools lined up to launch new secondary resource bases from September 2025, and into the 2025/26 academic year.
		Following the rigorous commissioning and procurement exercise Brunel Education (a subsidiary company of Brunel Academies Trust) were awarded the contract to deliver education provision from Melksham House on 1st July 2024, at a Wiltshire owned building. The provision will include places for 50 primary age learners with SEMH needs who have an EHCP. The provision will also support a cohort of up to 25 secondary age learners with an EHCP who have SEMH needs. The provider will also be working with the local authority in supporting our outreach model to support the wider system in delivering high quality education for learners.
		The provider has now commenced the Ofsted registration process which we hope to conclude in early 2025.
		To ensure a greater continuum of offer for learners, Wiltshire Council is currently undertaking a procurement exercise to appoint a provider to deliver DfE registered Alternative Provision from a Wiltshire owned building. The commissioning specification has been updated to reflect the latest demand modelling for SEMH needs, and a new tender process will begin within the next 3 months.
		This provision will be for 50 secondary age young people, including children with or without an EHCP, which aims to have places commissioned by the local authority and schools directly. As with Melksham House, the provider will be expected to support the wider system with an outreach model that delivers high quality education for learners.
Condition 3.4: Improve	Update 1 (May)	In May and August, it was reported that the system expected to be back
transition pathways to	Amber	on track for this condition by November. This has not been achieved. Project activity has been delivered on time; however the data is behind
provide a range of opportunities for young	Update 2 (August)	target and despite assurances that ceasing would pick up, this has not been achieved. Ceases have dropped from 32 a month in July to 28 a month in October (based on a 12-month rolling average).
people with SEND to	Amber	EHCPs Ceased (Actual)
prepare for adulthood,	Update 3 (November)	
including training, further education, and	Amber	
employment.		25
		Jul 2022 Jan 2023 Jul 2023 Jan 2024 Jul 2024
		The rate of ceased plans becoming NEET has continued to decline and

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		so the authority should, rightly, be proud of the work done to support children and young people with SEND into education or employment. However, the numbers need to be higher without this percentage increasing. ***Total Column Actions of The Post of The Post of Space, and great progress has been made in creating a structured and strategic plan for this workstream. A new document articulating the pathways for children and young people with SEND has been produced and should be published early next year. This document clearly sets out the options for children and young people with SEND in Wiltshire, so that realistic but ambitious conversations can be held. The Post 16 Partnership and Strategy group has been guiding this work as part of their development into a more strategic cross-system group. Partners meet on a regular basis to identify progress against priority actions and to ensure that work is moving forwards. This has led to a greater focus on developing employment and education pathways as well as work towards improved transition planning. This work will also be reflected in our strategic action plan, post-SEND AP inspection.
Condition 3.5: Foster a culture of change across the Wiltshire SEND	Update 1 (May) Green	This deal condition is currently green – on track. The authority has continued to engage partners and parent carers to ensure that trust remains high.
and AP system by engaging with partners and parent	Update 2 (August) Green	The first substantive meeting of the Stakeholder Reference Panel was held, which brings schools and settings, parent carers, and voice of children and young people together to discuss the development of the transformation projects.
carers, improving trust and co-production across the sector.	Update 3 (November) Green	The agenda for the meetings is driven by the members themselves and after the meeting, a "You Said, We Did" report was generated so that members can recognise how we responded to their comments and will be able to see the direct impact that they had on the projects. The projects discussed at this panel were: the Inclusion Charter, EHCP Funding, SEMH Graduated Response, specialist support in early years, and improvements to the behaviour support service.

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		As a snapshot, a survey about how supportive the panel members were of each project were taken before the agenda item and then after it. Confidence that these projects will improve outcomes for Children and Young People with SEND in Wiltshire increased by just over 10%.		
		Alongside this 'showpiece' engagement event, project managers are continuing to bring stakeholder voices into their work on a regular basis. This mirrors the commitment shown to co-design during the development of the plan. At an early stage in the projects, representative groups are given the chance to feed in. This includes Wiltshire Parent Carer Council (WPCC), Schools Forum, and the System of Excellence Steering Group.		
		System of Excellence Steering Group is made up of the special school headteachers, and representatives from mainstream schools, early years, the ICB and post 16 providers. This group have had a substantive impact on the work that is happening in the Wiltshire system and are a key part of driving culture change.		
		Work to create an in-house replacement for the POET survey is continuing and this new survey is expected to go live early in 2025. This survey will be supported by AI review and interpretation algorithms to assist with processing and ensure that the team can see changes and trends as soon as possible.		
		These metrics will be used to measure the effect of culture change efforts in the system and to understand where the council needs to improve communication, in terms of what is said, how it's said and where it is said.		

RAG	Definition
	Savings/cost avoidance and/or workstream(s) complete
	Savings/cost avoidance and/or workstream(s) remains on target
	Savings/cost avoidance and/or workstream(s) are currently off target, with plans to mitigate
	Savings/cost avoidance and/or workstream(s) are off target

SAFETY VALVE PROGRAMME RISK REGISTER					
Risk	Assurance Level	Mitigation	Progress Update from this Quarter		
Risk 1: There is a risk that unpredictability in the system could lead to the authority failing to meet financial targets despite the plan working.	Update 1 (May) Green Update 2 (August) Green Update 3 (November) Green	The authority needs to remove as much unpredictability from the system as possible. This will include: 1. Clearing the backlog of EHC needs assessments to remove the unknown risk around those plans. 2. Map and improve financial decision-making to ensure it is clear and has the right level of scrutiny and rigour. 3. Increase the visibility of financial decision-making in the system to all partners so that they are better able to forecast accordingly.	 The investment in Educational Psychologist capacity has continued to benefit the system and the authority remains on track to clear the backlog by April 2025. Work has continued to look at how EHCPs are funded and proposals for a new funding scheme are now out to consultation. This will rebalance the system and lead to a reduction in ad hoc funding payments, and requests to increase banding which are not needs led. 		
Risk 2: There is a risk that a failure to maintain trusted relationships could fundamentally erode faith in the inclusive vision for our SEND system	Update 1 (May) Green Update 2 (August) Green Update 3 (November) Green	The authority will continue to hold stakeholders close to this work and co-design the projects with them. The messaging and communication will emphasise the importance of co-design and of improved outcomes from children and young people with SEND. Quick wins early in the project will deliver tangible improvements for stakeholders and children and young people with SEND.	 The Ofsted/CQC Local Area SEND inspection has highlighted good working relationships in the system. The first Stakeholder Reference Panel was undertaken, and those results are being fed into the transformation work. Open working relationships with Wiltshire Parent Carer Council (WPCC) have enabled mature conversations about the work. Consultation with schools on 1% transfer from the Schools Block as part of the Safety Valve plan has highlighted strong feelings from Head Teachers about affordability for schools to make this level of contribution. The council is listening carefully to schools and is identifying mitigations. 		
Risk 3: There is a risk that partners struggle to engage at the required pace leading to a slower pace of change than is required to meet the plan.	Update 1 (May) Amber Update 2 (August) Green Update 3 (November) Green	The authority will continue to engage partners and check-in with them about pace of change and progress. Recognising that the financial risk lies with the local authority, the programme team will remain cognisant that other partners will have differing priorities. The authority will ensure that the benefits for other partners are clearly articulated.	 Further work has been undertaken to articulate and communicate the positive outcomes for schools and settings. Key partners, including Schools Forum and the ICB, have reiterated their commitment to the delivery of this plan. 		

SAFETY VALVE PROGRAMME RISK REGISTER					
Risk	Assurance Level	Mitigation	Progress Update from this Quarter		
Risk 4: There is a risk that failure to access the required capital leaves the system reliant on expensive independent special school places.	Update 1 (May) Amber Update 2 (August) Amber Update 3 (November) Blue	The authority has put in a request for £5.7m of additional capital through the Safety Valve programme, and this would deliver an extension to a special school in the south of the county. Other projects need to have allocated capital. The authority has considered options to reduce reliance on the capital, essentially derisking the project, but 120 additional places for £5.7m already represents excellent value for money, and Wiltshire has a low number of special school places for a county of its size. It is difficult to imagine an alternative that would reduce reliance on INMSS placements while still meeting the statutory obligations.	Access to capital has been completed and work is progressing.		
Risk 5: There is a risk that system partners struggle to recruit or resource the changes required in our system leading to failed attempts at change.	Update 1 (May) Amber Update 2 (August) Amber Update 3 (November) Amber	The authority must maintain contact with key partners and include them in decision making so that it can take account of the impact of the transformation programme on their services. The authority will also review unintended consequences that might impact partners and will offer support with recruitment where possible.	 Partners remain fully engaged with the work at a strategic level and so monitoring is underway. Recruitment support for special schools is being delivered to help them get the staff they need to support this transformation. 		