

**Kingston upon Thames
SEND Transformation Plan
2019/20 to 2021/22**

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1. INTRODUCTION

As a local partnership we are committed to supporting children and young people with special educational needs and disabilities to achieve the very best outcomes. We want every child and young person to have an educational experience that empowers and inspires them, unlocks and nurtures their talents, and provides a solid foundation for a happy and fulfilling life.

Like many areas across the country, public services in Kingston are facing unprecedented financial challenges. We must deliver vital services regardless of the increasing and more complex needs of some of our most vulnerable residents, and growing expectations of the essential services we provide. The financial challenge is particularly acute in the services we provide for children with special educational needs and disabilities (SEND) both in our general resources and in the Dedicated Schools Grant (DSG) provided by the government. This year, we expect to overspend our high needs grant allocation by £1.3m, taking into account a £3m advance from the Department for Education and a £1 million transfer from the schools block to the high needs block. This will bring our cumulative DSG deficit to over £11 million, and we know that it is likely that the need for these services will continue to grow as it has done over the last four years.

The current financial challenges are an opportunity to fundamentally rethink and transform the way that we deliver local services for children and young people with special educational needs and disabilities and we will do all we can to deliver the high-quality services our children need within the financial resources provided. This can only be achieved by working together as a whole system, rather than a collection of individual services so that we can make better use of our collective resources and the strengths of our local communities.

Children, young people, parents, carers and professionals have provided feedback on local provision for children and young people with special educational needs and disabilities; the vision for future services; and priorities for transformation through a series of consultation events and activities between 2016 and 2019¹. The local area inspection of SEND services in September 2018 shows us where we must focus our effort as a partnership to deliver the system change that is needed. This plan brings together our initial ideas for transforming the delivery of SEND services. We are committed to continuing to develop our engagement with children, young people and families in developing the detail of the plan so that they are able to inform the decisions we make.

¹<https://www.afcinfo.org.uk/pages/local-offer/information-and-advice/send-consultation-hub-and-resource-bank>

Our plan offers no quick fixes and recognises that transforming the system will take time to deliver, and a commitment from all stakeholders to finding the best solutions, based on our shared principles to develop resilience in families and communities; promote inclusion; expand local education, health and care provision; and encourage independence.

Achieving for Children will lead the partnership responsible for delivering this three-year transformation plan and will report regularly on progress and achievements to the Health and Wellbeing Board. The plan is, however, only the beginning; the real test is how we take this opportunity to build on our strengths as individual organisations and collaborate to transform the local system so that, together, we are able to achieve more for children and young people with special educational needs and disabilities.

2. OUR CONTEXT AND CHALLENGES

There are 3,577 children and young people with SEND aged 0 to 25 in Kingston upon Thames; 1,130 of these children and young people (32%) have an Education, Health and Care Plan (EHCP) to describe and put in place the educational provision and support that they need. The main presenting needs in local EHCPs are: disorders on the autistic spectrum (35%), speech, language and communication needs (21%); and social, emotional and mental health needs (14%). The highest proportion of EHCPs and SEND support is for children and young people aged 11 to 15 (39%) and in particular males aged 12 to 14.

The total number of EHCPs increased by 8.8% in 2017/18 compared to the previous year. This has been the trend in every year since 2014/15. Although this is below the national average increase of 11.3%, it places significant financial pressure on the Council and its strategic partners. Funding to support children and young people with SEND, from their early years to age 25, comes from the high needs block of the DSG. The DSG is provided by the government to every upper-tier local authority to fund local early years provision, maintained schools and free schools, as well as educational provision and support for children and young people with SEND. The total DSG for Kingston in 2018/19 is £135 million of which £22 million is allocated for high needs provision. 95% of the high needs block is required for children and young people with EHCPs. The level of DSG for each upper-tier local authority is calculated using a national funding formula based on the total size of the child population, the level of deprivation and educational attainment scores; the formula is not adjusted to reflect the prevalence of SEND within the local authority area. Local distribution of DSG funding is managed by the Schools Forum which includes representatives from schools within the borough.

The DSG high needs block for Kingston is expected to overspend by £1.3 million in 2018/19 even after action taken to manage the budget position. This takes into account a one off advance payment of £3 million by the Department for Education and £1.3 million transferred from the general school block into the high needs block. It is forecast that the cumulative DSG overspend will be over £11 million by the end of 2018/19, as a result of expenditure on high needs provision exceeding the grant allocation in every year since 2014/15. If the need for EHCPs and other SEND provision continues to rise at its current rate, and spending on high needs provision continues at its current level, the overspend on the DSG will increase to £7 million in 2019/20, £9 million in 2020/21 and £11 million in 2021/22. By 2022, the accumulated overspend would reach £38 million.

This is not just an issue in Kingston; it is a national issue. A recent survey by London Councils found that local authorities in London are collectively predicted to overspend on their high needs provision by £94 million in 2018/19 - equivalent to a 13.6% funding gap. The impact on the Council's funding position in Kingston is significant. If the Council and its partners take no action, the continued DSG deficit will result in an overall deficit on the Council's balance sheet. The DSG deficit will be greater than the Council's general fund and earmarked reserves, which means that it would be a financially unsustainable organisation. To avoid this situation, the Council needs to work with its partners to try to deliver the DSG high needs block within existing funding, or maintain a sustainable balance sheet position by transferring resources from the other essential services that the Council is required to deliver. The Council no longer receives Revenue Support Grant, so Kingston is a self-sufficient local authority, generating its resources from council tax, business rates and other income generation.

In Kingston, the largest proportion of children and young people with EHCPs are educated in mainstream nurseries and schools (33%); 9% are in specialist resource provisions within mainstream schools; 25% are in maintained or academy special schools; and 14% are in post-16 education provision in colleges or vocational schemes, such as traineeships and apprenticeships. The remaining 13% of children and young people are educated in independent and non-maintained special schools. This is higher than the outer London average of 6.5% and the national average of 4.9%. Notably, this 13% of independent school placements accounts for 20% of spend from the high needs block. The large majority of independent and non-maintained special schools are located outside Kingston and are often some distance from the borough. The fees for these schools are much higher than mainstream schools, specialist resource provisions, or local special schools. The distance from the borough also means that travel times for children and young people are increased and additional financial pressures are placed on home to school transport which is funded by the local authority outside the DSG. As a result, the home to school transport budget is forecast to overspend by £313,000 by the end of 2018/19.

Parental preference for independent and non-maintained schools has been the most important factor in the increase in the number of appeals to the First-Tier SEND Tribunal since the introduction of the SEND reforms initiated by the Children and Families Act 2014. 22 tribunal appeals were made in the 12-month period up to September 2018. The very large majority of these related to parental preference for an independent school placement; 9% related to a refusal to assess a child or young person for an EHCP; and 18% related to a refusal to issue an EHCP following assessment. In the same period, 37% of tribunal appeals led to a negotiated agreement with parents or carers, 26% were conceded by the local authority, and in 26% of cases the tribunal found in favour of the parents. In just 5% of cases did the tribunal find in favour of the

local authority. Learning from conceded and lost tribunal cases evidences the need for an improved local SEND offer, including improved education provision that is able to meet children's and young people's needs, as well as improvements to the overall quality of the EHCP assessment and planning process to explicitly evidence how individuals' needs can be met in local provision.

In September 2018, Ofsted and the CQC inspected Kingston's local area arrangements for children and young people with SEND. The inspection identified some positive findings in relation to early years' provision, relationships with schools, emotional health services, the participation of children and young people in service development, and the joint commissioning of services. It also recognised that educational outcomes for children have improved with a reduced gap in progress and attainment between children with SEND and their peers at key stage 2, and positive achievements for young people with learning difficulties and disabilities post-16. However, the inspection also found notable deficits in relation to the quality and overall consistency of EHCPs, the timeliness and impact of EHCP annual reviews, the strategic leadership of health services for children and young people with SEND, and the relationship between statutory services and parents, including the effectiveness of the relationship with the Parent-Carer Forum. The inspection findings require the Council and Clinical Commissioning Group (CCG) to submit a written statement of action explaining how we will work together to tackle the significant weaknesses identified in these areas. The Council, Achieving for Children and the CCG have accepted all the findings of the inspection and have produced a joint plan of action to ensure improvements are delivered at pace. This includes strengthening local governance and accountability arrangements and creating the additional management capacity needed to deliver change.

3. OUR VISION FOR 2020 AND BEYOND

Our vision is that every child and young person with SEND is supported to engage in learning and has an educational experience that inspires them, unlocks and nurtures their talents, and provides a solid foundation for a happy and fulfilling life.

Underpinning the vision is a set of shared ambitions that stakeholders have signed up to achieving by 2020. These will be essential for the successful delivery of this plan and will be the principles that guide how we make decisions and implement transformation across all aspects of the SEND system.

- Children, young people, parents and carers are listened to and **engaged** in the design and delivery of strategies, services and the support provided to them. Parents and carers are an integral part of the team supporting their child and their views and unique knowledge is essential to all professional decision-making.
- **Local provision** is expanded so that children's education, health and care needs can be met locally; it is focussed on achieving the best possible outcomes for children and young with SEND, maximising their **independence** and preparing them for successful adulthoods.
- The **whole system**, with education, social care and health services at the core, works together and with families to understand and respond to children and young people's needs in a coherent way, with each partner contributing to robust assessments, plans and funding arrangements, and monitoring the impact of their services and support. There is a particular focus on working better together for children and young people with SEND who are also vulnerable in other ways, including those who are looked after, missing education, excluded from school, or at risk of exploitation and criminal behaviour.
- Provision is high quality and delivered by well trained and supported professionals who work effectively together and use evidence to inform their work, **promote resilience** and achieve positive outcomes for children and young people with SEND; services that cannot demonstrate this positive impact are re-provided or re-commissioned.

- The community is supported to meet the needs of all children and young people by embracing diversity and **inclusion**, so that all children and young people with SEND have the opportunity to play, learn and grow-up together locally.

An important first task for all partners will be to formally adopt the vision and supporting values through the Health and Wellbeing Board, and for these to be widely and actively promoted to all stakeholders through existing partnership networks and communication channels.

4. HOW WE WILL WORK TOGETHER

Achieving the vision and the ambitions set out in this plan will require change in all parts of the SEND system in Kingston, as well as the active engagement of all stakeholders, including children, families, voluntary sector organisations and service-providers, so that we are better able to work in a collaborative way. To support this approach, we have proposed a set of values to guide our work. These values will help us to maximise our chance of success, diagnose where problems are likely to occur, and identify those areas where we should share our learning, assets and resources to achieve the best possible outcome for children and young people.

Lead	We will focus on the outcomes we need to achieve, rather than on the specific interests of our individual organisations. We will mobilise the whole of our organisations to deliver the changes needed to work collaboratively and transform services.
Align	We will prioritise the shared use of our financial resources so that we achieve the best deals and maximise value for money. We will align our processes to reduce duplication and create joined-up pathways that make sense to children and families.
Engage	We will actively collaborate to plan, design and deliver services and will jointly own and apply the decisions we make. We will use our professional networks to ensure all stakeholders have an equal voice in the transformation of services.
Invest	We will share the risks and benefits of transforming services, including investing resources now to secure longer-term rewards. We will invest in our workforce so that they have the capabilities needed to deliver quality and financially sustainable services.
Innovate	We will support and constructively challenge each other to generate new ideas and creative solutions to the challenges we face. We will evaluate the impact of our transformation and proactively share our learning and the opportunities it provides.

5. GOVERNANCE ARRANGEMENTS

Delivering the outcomes required in the plan by April 2022 will require robust governance arrangements that secure full engagement from all partner organisations and promote constructive debate, scrutiny and challenge. The Kingston Health and Wellbeing Board is ideally placed to strategically oversee the delivery of the plan as it is the forum where leaders from the local health and care system work together to improve the health and wellbeing of the local population.

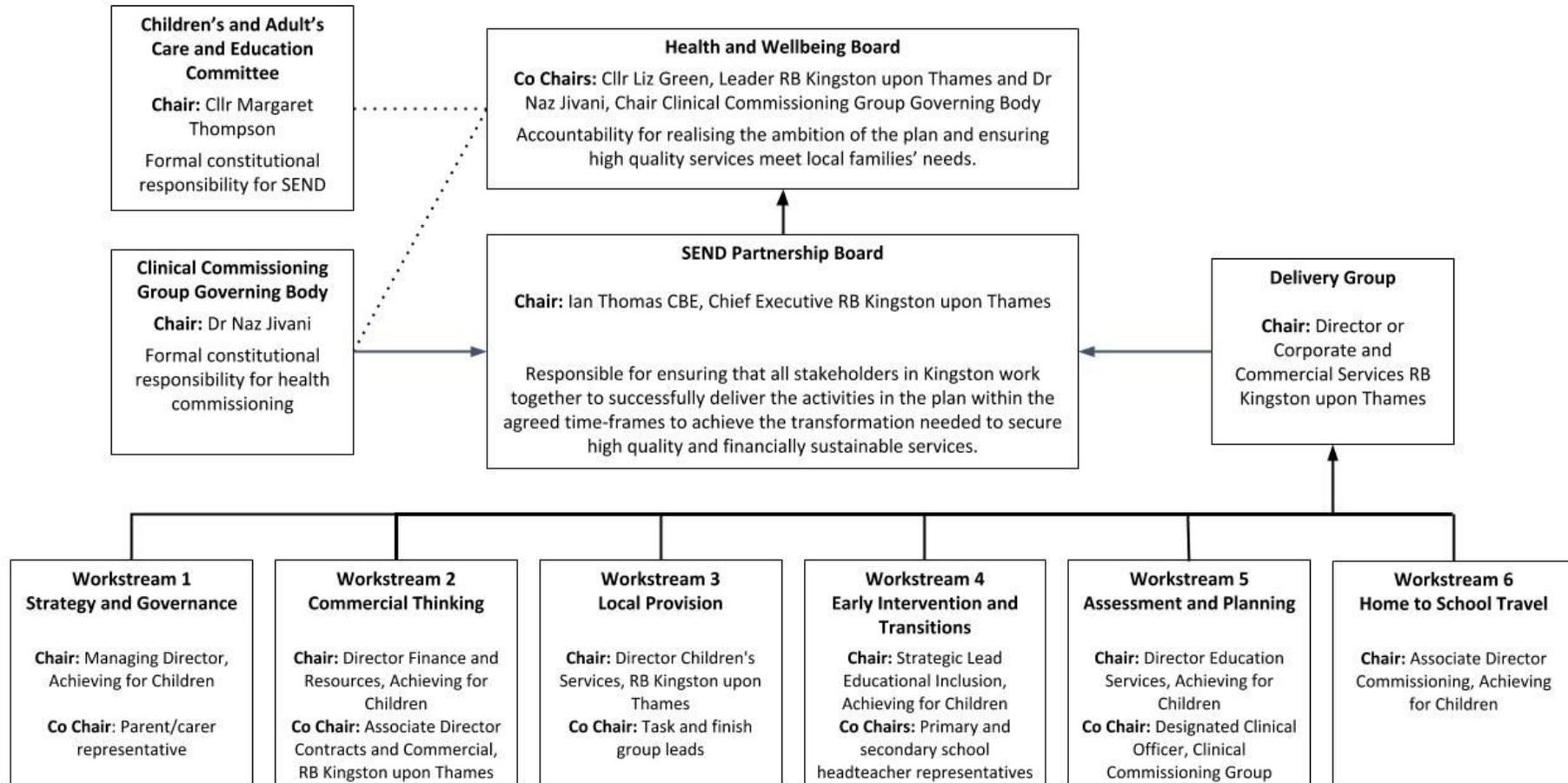
To drive the progress of the plan, we will refresh the SEND Partnership Board. It will be chaired by the Chief Executive of the Royal Borough of Kingston upon Thames and will bring together senior leaders from the services responsible for delivering the activities in the plan, with the Parent-Carer Forum, Parent Panel, voluntary sector organisations, and local experts. A representative from the Department for Education will provide support and challenge from a national perspective and bring evidence of good practice and what works elsewhere. Children and young people with SEND will contribute to the Board's work supported by a participation officer from Achieving for Children. The SEND Partnership Board will be responsible for ensuring effective engagement from all stakeholders, including families, so that the detail of the plan is informed by their views and the likely impact of change.

The SEND Partnership Board will be accountable to the Health and Wellbeing Board for the successful coordination and delivery of the plan. Individual partner organisations will remain subject to their own governance arrangements in relation to the activities allocated to them in the plan, particularly where these require policy changes. For the Council and Achieving for Children, this will be the Children's and Adults' Care and Education Committee; for decisions relating to health commissioning for children with disabilities, this will be the CCG governing body.

The activities in the plan are organised into six workstreams. Each workstream is led by a senior leader from Achieving for Children who will be a member of the SEND Partnership Board. We are inviting colleagues from across the partnership and a parent representative to become co-leads to jointly lead the workstreams. Membership of each workstream will be between six and ten people from across the partnership with responsibilities for, or interest in, delivering transformation across the local SEND system.

A Delivery Group will be responsible for overseeing the detailed progress of the transformation plan, identifying any overlaps and common issues between workstreams, developing strategies to overcome challenges or barriers to delivery, and monitoring the financial recovery. The Delivery Group will comprise the workstream chairs and senior officers from the Council able to support and challenge the delivery of the plan's activities to ensure they happen with pace and focus. The Delivery Group will be chaired by the Council's Director of Corporate and Commercial Services. It will help to ensure that the Board operates effectively, makes productive use of its members' time and will facilitate their focus on collaboration and wider ownership of the SEND transformation. It will also manage the risks associated with delivering the plan and advise, support and challenge the workstream leads on the risk strategies and mitigating actions that are required. A summary of the key risks that have been identified and the management plan for these risks is shown at the end of each workstream section in this plan.

Governance diagram



6. TRANSFORMING SEND SERVICES

We have established six workstreams to lead the work that we need to do as a partnership to deliver the plan. The following section of the plan sets out the scope of each workstream; explains the progress that we have already made; and gives an overview of activities over the next three years to achieve the required improvements to the quality of services and operate within a sustainable budget. The risks to achieving the transformation are also identified within each workstream.

Progress in delivering the transformation will be tracked on a monthly basis by the Delivery Group and summarised in a highlight report to the SEND Partnership Board to ensure that activities remain on track to be delivered and the required transformational and financial outcomes are achieved. Where issues cannot be resolved by the Delivery Group, they will be escalated to the SEND Partnership Board and, if necessary and ultimately, to the Health and Wellbeing Board.

Engaging with children, young adults and their families will be essential in delivering the transformation. This engagement will include statutory consultation (where this is required), as well as co-production, the involvement of representative groups, and information sharing. This plan sets out the broad activities that will be needed to transform services; however, each workstream will develop a detailed engagement plan showing how the impact of change on children, young people and families will be assessed, and seeking views to inform decision-making and prioritisation.

6.1 WORKSTREAM 1: STRATEGY AND GOVERNANCE

Workstream Lead: Ian Dodds - Managing Director, Achieving for Children; and parent/carer representative

Workstream objectives

The strategy and governance workstream will bring together system leaders to establish and drive a shared sense of purpose that enables and empowers all partner organisations to transform their services for children and young people with SEND, and deliver the main activities in the three-year plan. This includes:

- Establishing effective governance arrangements that secure full partner engagement and the robust scrutiny of progress
- Leading system-wide cultural change to upskill professionals, generate a genuine shared sense of purpose, and facilitate new ways of working within and across all partner organisations
- Fostering productive and positive relationships between parents and carers and their service providers, including with the new Parent-Carer Forum, to facilitate co-production and to understand and evaluate the impact of our transformation activities
- Establishing a shared approach to the analysis of local needs so that we are better able to forecast and plan local provision for children and young people with SEND

Progress so far

Children, young people, parents, carers and professionals have provided feedback on local provision for children and young people with special educational needs and disabilities; the vision for future services; and priorities for transformation through a series of consultation events and

activities between 2016 and 2019². In feedback, local families have given a clear message that we need to regain the trust and confidence of some children and young people with special educational needs and their parents. We agree. Developing ways to make sure children and young people and their families are heard better in our local system is an absolute priority of this plan and our Written Statement of Action. We are committed to hearing from children, young people, parents and carers about the impact of SEND Support and EHCP provision and whether it is making a positive difference - Workstream 5 is leading on this. We are also developing new ways to make sure children, young people and families help to shape the services and strategies that underpin the support they receive. The national charity Contact are responsible, working on behalf of the Department for Education, for setting up a new Parent Carer Forum (PCF) - this process began in October 2018. In the interim, we are developing a Parent Panel to help guide and support communication and consultation with parents and carers during the absence of a PCF, and to help us better understand the needs of the wider SEND community. The Panel will comprise of up to 25 parents and carers of children and young people with SEND aged 0 to 25 and resident in Kingston upon Thames. Membership will be representative of all children and young people in the borough. Coffee mornings to develop relationships between the SEN team and parents and carers are held twice termly, these are well attended and enable operational managers and staff to receive helpful feedback.

The Council set up an Education Commission, independently chaired by Tony McArdle, to engage all local stakeholders in recommending how to achieve the best possible outcomes for children and young people with SEND. The Commission reported in March 2019. This plan responds to relevant recommendations made by the Commission. Findings from our consultation activity and the Commission alongside the findings of the local area SEND inspection in September 2018 and our Written Statement of Action, provide a firm basis on which to refresh the current SEND strategy which expires in March 2019.

Expected Impact

Success measure	National Benchmark	Baseline	2018/19	2019/20	2020/21	2021/22
	2017/18	September 2018	Target	Target	Target	Target
Percentage (%) of identified stakeholders formally signed up	Not	0%	80%	100%	100%	100%

² <https://www.afcinfo.org.uk/pages/local-offer/information-and-advice/send-consultation-hub-and-resource-bank>

to the vision, values and outcomes of the SEND transformation plan.	collected					
Percentage (%) of identified professionals completing multi-agency training on working together to improve outcomes for children and young people with SEND.	Not collected	0%	50%	100%	100%	100%
Percentage (%) of parents and carers who say that the SEND services and support that their child receives are good or better.	Not collected	Not collected	40%	55%	70%	85%
Percentage (%) of children and young people who say that the SEND services and support they receive are good or better.	Not collected	Not collected	40%	55%	70%	85%

Activities

Activity	Financial investment £	Lead	Start date	End date
Vision and values				
Achieve formal agreement from partner organisations to the vision and values for SEND proposed at the SEND Future Conference, and develop a Memorandum of Understanding between all partner organisations that clearly sets out how they will work together to achieve those ambitions.	0	SEND Programme Director	Jan-19	Feb-19

Hold a follow-up to the SEND Futures Conferences to raise awareness of the transformation plan and ensure that all professionals are signed-up to the vision, ways of working and activities.	10,000	SEND Programme Director	Dec-19	Jul- 2019
Governance arrangements				
Establish and agree the terms of reference for the SEND Partnership Board so that is able to secure full partner engagement in the transformation plan and its delivery; agree the accountability and reporting mechanisms between the SEND Partnership Board and Health and Wellbeing Board.	0	SEND Programme Director	Dec-18	Jan-19
Meet regularly as a SEND Partnership Board to drive the delivery of the transformation plan, ensuring that there is a culture of strong support and constructive challenge focused on joining up services, sharing resources, managing risks together and finding creative solutions to challenges.	0	Chair, SEND Partnership Board	Jan-19	Apr-22
Review the governance arrangements for decision-making on children's and young people's SEND placements, including shared arrangements such as the Joint Agency Panel, to reduce duplication and ensure there is a continual focus on improving outcomes at reduced cost.	0	Associate Director: Strategy and Transformation	Nov-18	Feb-19
Cultural change				
Identify the systems leadership, cultural change, behaviours and skills required to enable all stakeholders to achieve the activities in the plan and support each partner organisation to deliver them.	0	SEND Programme Director	Jan-19	Apr-22

Map the stakeholders involved in the SEND system and implement a clear communications and engagement plan so that there is shared ownership of the vision, values, ways of working and activities that will successfully deliver the transformation plan and required outcomes.	0	SEND Programme Director	Dec-18	Jan-19
Engagement and co-production				
Support Contact (national charity) with the development of a new local Parent-Carer Forum fulfilling the requirements of the Children and Families Act 2014 and leading to an effective working relationship that promotes meaningful engagement, parental buy-in and co-production of sustainable solutions.	0	Associate Director: Business Development	Oct-18	Sep-19
Work with children and young people to audit how they have their say and are involved in decisions about their own support; and the information available to them about processes	0	Associate Director: Business Development	Jan-19	Jul-19
Work with families to audit the engagement, participation and feedback mechanisms in place across the partnership to understand what is working well, what we are concerned about and identify gaps.	0	Associate Director: Business Development	Dec-18	Jul-19
Establish a shared understanding of co-production and levels of participation and develop a local model that enables the engagement of as many families as possible in co-production and service planning.	0	Associate Director: Business Development	Dec-18	Jul-19
Promote the Local Offer website so that more children, young people, parents, carers and professionals are aware of its value as a one-stop	0	Associate Director:	Dec-18	Jul-19

shop for local services.		Business Development		
Strategy and policy development				
Refresh the SEND strategy to set out the shared vision and ambitions of all stakeholders and ensure this is closely aligned to the SEND transformation plan, the improvements required from the local area SEND inspection and the findings of the Kingston Education Commission.	0	Head of Policy and Research	Feb-19	May-19
Review and revise local policies and guidance relating to SEND provision as a result of an independent legal review of the existing framework, local inspection outcomes, parental feedback and the learning from tribunals.	0	Head of Policy and Research	Feb-19	Jul-19
Build on the existing transitions protocol between children's services and adult services to develop a preparing for adulthood strategy and plan that promotes independence from the earliest stage and informs the design and delivery of services by all organisations in the SEND partnership.	0	Head of Policy and Research	Jan-19	Jul-19
Intelligence and insight				
Expand the current range of key performance indicators to create a data observatory with information from all service providers to unlock new intelligence and insight and inform prioritisation and the development of new strategies.	8,000	Head of Intelligence	Jan-19	Jun-19
Establish processes to develop a shared local understanding of trends and predict future needs that is used to forecast and inform integrated service planning and delivery, including analysing gaps in the local SEND	0	Head of Intelligence	Jan-19	Jun-19

offer. This activity will be developed in partnership with the Education Commission.				
Sustainable funding				
Establish a shared understanding of local funding responsibilities for each partner organisation to ensure these are aligned with the expectations in the SEND Code of Practice (2014).	0	Associate Director: SEND	Feb-19	Apr-19
Review funding agreements and protocols between partner organisations at an individual EHCP level in line with the agreed funding responsibilities; redraft protocols and funding matrices where needed.	0	Associate Director: SEND	Feb-19	Apr-19

Risk analysis

These risks and the risk management actions are owned by the chair of the strategy and governance workstream.

Risk	Impact	Strategy	Action(s)	Risk score
Lack of partner engagement and shared ownership of the plan.	There is no or limited traction in delivering the system change and behaviours that are necessary to transform services and achieve better outcomes for children and young people with SEND within the financial resources available.	Mitigate	Provide strong leadership of the SEND Partnership Board at Chief Executive level. Achieve early sign-up from all key partner agencies to the vision, shared values and key activities in the SEND transformation plan. Obtain support and have oversight from the Health and	Moderate

			Wellbeing Board. Put in place regular meetings and reporting to share progress and achievements.	
Ineffective governance of the SEND Partnership Board and workstreams.	There is a lack of focus and pace in delivering activities, and drift and delay in decision making. There is duplication and mixed messaging from partnership boards and other organisations working in this arena, including the Health and Wellbeing Board, SEND Partnership Board and the Education Commission.	Mitigate	Develop governance structures that all clearly understood and adhered to by all stakeholders. Ensure there is effective stakeholder representation on the SEND Partnership Board and six workstreams. Develop a protocol between the SEND Partnership Board and the Education Commission to avoid duplication. Establish a detailed communications plan.	Low
Inability to appoint an effective and engaged Parent-Carer Forum that is able to work collaboratively in the SEND partnership.	The voices and opinions of parents and carers do not inform strategic decision-making. Implementation of the plan is not successful as parents are not informed, aware or signed up to the system change required.	Mitigate	Close working with Contact to source a new Parent-Carer Forum (PCF). Review of the lessons learned from Achieving for Children's working relationship with the previous PCF, and system-wide implementation of learning to ensure co-production. PCF membership of the SEND Partnership Forum and workstreams.	Moderate
Lack of capacity and capability to drive and deliver transformation.	Key activities in the plan cannot be delivered within the timescales necessary. Partner organisations, parents and carers lose faith in their ability to achieve system change.	Mitigate	Sufficient resources from all partner organisations are allocated to deliver the activities in the plan. There is strong senior leadership of the six workstreams. A programme to upskill the workforce to deliver the plan.	Moderate

			Additional resources and expertise are sourced externally where this is required.	
No agreement with schools and the Schools Forum to transfer funding between DSG blocks.	There is a significant financial gap in the plan for 2019/20, 2020/21 and 2021/22 which will need to be met from other activities in the plan. The Council is required to request a disapplication of the Schools Forum decision from the Secretary of State for Education which is against the current policy position of the administration.	Accept	There is ongoing engagement with individual schools and the Schools Forum about funding allocation. Discussions continue with the Department for Education on the national DSG funding formula. Contingency plans are established to allocate the funding shortfall to other actions within the plan.	High

6.2. WORKSTREAM 2: COMMERCIAL THINKING

Workstream Lead: Lucy Kourpas - Finance Director, Achieving for Children; and Associate Director Corporate and Commercial, RB Kingston

Workstream Objectives

The commercial thinking workstream will focus on developing commercially aware approaches across all partner organisations to drive cost reduction and ensure that commissioned provision maximises value for money from our shared resources. This includes:

- Establishing the shared principles needed to embed commercial approaches across the SEND partnership, including bringing together financial, commissioning and business insight from across the partnership to share commercial expertise and identify the total resources needed to successfully achieve financial sustainability.
- Develop broader partnerships and commissioning collectives to leverage cost savings and achieve better value for money from the purchase of placements and other services, including the implementation of new funding models such as payment by results and social investment.
- Supporting Achieving for Children to embed commercial thinking and approaches in its placement brokerage service, including building quality assurance mechanisms into its contract management so that it secures good value for money, and reduces spending on its independent school placements and the costs of top-up funding to mainstream and special schools.

Progress so far

A review of contract management processes to ensure that they provide effective quality assurance of SEND placements and derive maximum value for money for all funding organisations in the SEND partnership has been completed. Price negotiations with the largest single local

provider of placements for children and young people from Kingston have reduced costs for post-16 provision. Price negotiations have also been held with independent and non-maintained special schools. New contracts were issued to these schools in 2017/18 which delivered some cost reductions. Achieving for Children has a placement commissioning and brokerage service primarily focused on its care placements and supported accommodation for care leavers. The service was extended in September 2018 to include a full-time brokerage specialist for SEND placements.

Expected impact

Success measure	National Benchmark 2017/18	Baseline September 2018	2018/19	2019/20	2020/21	2021/22
			Target	Target	Target	Target
Percentage (%) of DSG high needs block spent on independent and non-maintained school placements.	Not collected	20.4%	17%	14%	11%	8%
Percentage (%) DSG high needs block spent on top-up funding for mainstream and special schools.	Not collected	18.1%	17%	16%	15%	14%
Average cost of independent and non-maintained school placements.	Not collected	£40,610	£38,000	£36,000	£34,000	£32,000
Average cost of mainstream and special school placements.	Not collected	£6,115	£5,900	£5,900	£5,900	£5,900

Activities

Activity	Investment required £	Lead	Start date	End date
Shared approaches				
Develop and establish shared principles and expectations to embed commercial approaches across the SEND partnership, including rooting all activity in local needs analysis and service planning priorities.	0	Associate Director: Commissioning	Dec-18	Apr-19 (Complete for post 16)
Commissioning capacity				
Assess commercial expertise across organisations in the SEND partnership and develop the workforce capabilities and capacity needed to work more commercially and create cost efficiencies.	10,000	Associate Director: Workforce	Jan-19	Mar-19
Scope opportunities, develop business cases and implement plans to establish collective commissioning arrangements that leverage maximum cost savings in SEND services.	0	Associate Director: Commissioning	Jan-19	Apr-19
Placement brokerage				
Explore and implement new funding mechanisms to reduce costs or attract new resources, such as incentivised funding models, payment by results and social impact bonds.	0	Associate Director: Commissioning	Feb-19	Apr-19

Complete contract reviews with all current independent and non-maintained special school providers, mainstream and special schools in receipt of top-up funding, to achieve cost reductions.	12,000	Associate Director: Commissioning	Jan-19	Apr-22
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Risk analysis

These risks and the risk management actions are owned by the chair of the commercial thinking workstream.

Risk	Impact	Strategy	Action(s)	Risk score
Inability to recruit and retain professionals with commercial and contract management expertise in the placement commissioning and brokerage service.	There is insufficient capacity or skill in the placement commissioning and brokerage service to negotiate and manage contracts with providers that reduce costs.	Mitigate	Job profiles, salary levels and the recruitment process attract good candidates with commercial expertise and experience. There is an effective induction, development and support package available to all professionals involved in placement brokerage.	Moderate
Commercial negotiations with SEND providers are unproductive.	Placement costs are not reduced to the expected level, meaning that additional savings have to be found from other areas of the plan.	Mitigate	There is an effective induction, development and support package available to all professionals involved in placement brokerage. Expertise in commercial contract management is secured from the Council or brought in from an external consultant on a risk and reward basis.	Moderate

6.3. WORKSTREAM 3: LOCAL PROVISION

Workstream Lead: Pauline Maddison, Director of Children’s Services, Kingston Council; and task and finish group leads

Workstream Objectives

The local provision workstream will lead the development of capacity and quality in local education, health and social care services for children with SEND so that the needs of as many children and young people as possible are met in their local communities, reducing our reliance on mainstream and special schools outside the borough and on higher-cost provision in independent and non-maintained special schools. This includes:

- Developing specialist education places in Kingston that are the first choice of children, young people and families, including expanding local specialist resource provisions and establishing new special schools to meet identified needs.
- Reviewing the quality of local provision for young people aged 16 to 25 and developing new high quality and meaningful post-16 education, training and employment pathways, including consideration of the local adult learning offer.
- Reviewing local alternative education provision to determine the most effective and sustainable model for the future.
- Establishing a high quality local therapy offer that supports children and young people to make good progress towards their goals and maximise their opportunities for inclusion and independence.

Progress so far

In feedback to our consultation activity, local families and professionals gave a clear message that more local provision would be welcome, but it must be high quality. We agree. This workstream benchmark with outstanding providers and popular independent provision and lead

developments across the whole system to deliver high quality provision and placements. In March 2018, we consulted on plans to increase the number of school places for children with SEND at specialist resource provisions in local mainstream schools and at special schools. 146 places have been, or will be, created as a result. The consultation resulted in a change to the funding and contracting of specialist resource provisions so that there is a clear expectation to deliver outreach support for the inclusion of pupils in neighbouring schools. Our joint applications with Richmond Council to the Department of Education to run a local competition to establish and run two new special schools as part of the Special Free School Presumptive Route has been approved: one school is for children and young people with autistic spectrum disorders situated in Kingston; the other school is for children and young people with social, emotional and mental health (SEMH) needs situated in Richmond. Pathways and support to prepare young people with SEND for adulthood have also been strengthened through the development of employment-based routes and vocational training programmes. We are working on a new model for local therapies provision.

Expected impact

Success measure	National Benchmark 2017/18	Baseline September 2018	2018/19	2019/20	2020/21	2021/22
			Target	Target	Target	Target
Total number of school places in specialist resource provisions in mainstream schools in Kingston.	Not collected	228	228	266	304	342
Total number of school places in special schools in Kingston.	Not collected	335	335	367	399	431
Percentage (%) of children and young people with SEND who are permanently excluded from school.	Not collected	50%	25%	0%	0%	0%
Percentage (%) of young people aged 16 to 25 with SEND in vocational training schemes, including apprenticeships, traineeships, supported internships and employment.	Not collected	17%	20%	25%	30%	35%

% of SEND commissioning activity involving children and young people	Not collected					
% of SEND commissioning activity involving parents/carers	Not collected					

Activities

Activity	Financial investment £	Lead	Start date	End date
Specialist school places				
Produce a ten-year SEND provision plan that identifies the numbers and types of early years, school and post-16 places needed and makes recommendations for how and where these should be provided.	12,000	Associate Director: School Place Planning	Jan-19	Apr-19
Complete the Special Free School Presumptive Route following Department for Education approval to proceed for two new local schools (one Kingston and one Richmond)	0	Associate Director: School Place Planning	Oct-18	Jan-20
Develop a marketing campaign for the SEND offer local to promote the high quality of local SEND provision in mainstream schools, specialist resource provisions and special schools.	15,000	Associate Director: Business Development	Jan-19	Jun-19

Increase the number of specialist resource provision places to reflect the needs identified in the ten-year SEND provision plan.	To be confirmed	Associate Director: School Place Planning	Jan-19	Apr-22
Pathways for young people aged 16 to 25				
Develop a local post-16 learning offer for specific groups most likely to use residential provision maximising the use of the adult education curriculum and community assets such as libraries.	To be confirmed	Associate Director: Commissioning	Apr-19	Jul-19
Develop the 14-19 offer in Achieving for Children to provide information, advice and guidance on pathways into training and employment for young people with EHCPs.	7,500	Associate Director: Commissioning	Feb-19	Apr-19
Alternative education provision				
Review the funding and delivery model for alternative education provision to ensure it provides good value for money and whether it could be better targeted for children and young people with SEND, including investigating mechanisms for recharging schools for the costs of permanent exclusion.	0	Associate Director: School Place Planning	Feb-19	Apr-19
Redirect top-up funding to provide all schools with specialist therapeutic consultations so that they can modify and improve their school spaces and environments for learners with SEMH needs, enabling a reduction in funding for EHCPs for these students.	0	Strategic Lead: Educational Inclusion	Apr-19	Sep-19
Therapies				
Develop in consultation with children, young people, parents/carers and professionals an improved local therapies offer based on the findings of the needs assessment and gap analysis, including a strategy to provide	TBC	Associate Director: Health Services and	Feb-19	Sep-19

therapeutic support beyond the statutory model.		Chief Nurse		
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Risk analysis

These risks and the risk management actions are owned by the chair of the local provision workstream:

Risk	Impact	Strategy	Action(s)	Risk score
The free school presumptive route does not successfully secure providers to establish the two special free schools approved to proceed by the Department for Education.	There are insufficient local special school places to meet the needs identified in the ten-year SEND provision plan, making the Council more reliant on maintained and special schools outside the borough and on non-maintained and independent school provision.	Accept	A detailed marketing programme evidences the need for local special school provision and demonstrates the full benefits of the opportunity to potential providers.	High
Support from schools for the local SEND provision plan is not consistent or sufficient to create the additional school places required.	There are insufficient local special school places to meet the needs identified in the ten-year SEND provision plan, making the Council more reliant on maintained and special schools outside the borough and on non-maintained and independent school provision.	Mitigate	There is effective engagement and communication with schools through existing networks to agree the local provision plan. Proposals are based on a detailed analysis of local needs. Good consultation with schools and other stakeholders lead to strong proposals and well managed plans to develop new provision.	Moderate
There are substantial delays to the design and construction of special	There are insufficient local special school places to meet the needs	Mitigate	Effective programme management of building works by the Council and its	Moderate

<p>school buildings and provisions.</p>	<p>identified in the ten-year SEND provision plan, making the Council more reliant on maintained and special schools outside the borough and on non-maintained and independent school provision.</p>		<p>contractors. Good liaison between the Council and its contractors and Achieving for Children enables the development of contingency plans where this is necessary.</p>	
<p>Local therapy provision is unable to be delivered to meet the identified needs of children with disabilities.</p>	<p>Children’s therapeutic needs cannot be met locally leading to placements in more specialist school provision and at a higher cost,</p>	<p>Mitigate</p>	<p>The therapies needs analysis is developed in conjunction with local health commissioners and providers. The evidence supports development of local therapy solutions including the provision of additional services and upskilling the workforce. There is wide buy-in to the plan at all levels of the health commissioning sector, including NHS London, the South West London Alliance of CCGs, and the Kingston and Richmond CCG.</p>	<p>Moderate</p>
<p>Parents and carers do not accept that local mainstream schools, specialist resource provisions, and special schools are able to meet their child’s assessed needs.</p>	<p>There is an increase in the number of disputed EHCPs and appeals to the First-Tier SEND Tribunal on the basis of parental preference. The workload for SEND professionals is increased and there is a potential for the tribunal to direct that the local authority makes alternative and higher cost provision.</p>	<p>Mitigate</p>	<p>There is a clear marketing strategy to promote the resources and facilities available in local provision and the outcomes they achieve for children and young people with SEND. The quality of local provision is actively promoted by all practitioners in their relationships with parents and through their professional networks.</p>	<p>High</p>

6.4. WORKSTREAM 4: EARLY INTERVENTION AND TRANSITION

Workstream Lead: Jo Sullivan-Lyons, Strategic Lead: Educational Inclusion, Achieving for Children; and primary and secondary headteacher representatives

Workstream Objectives

The objective of the early intervention and transition workstream is to support education providers, families and other professionals to be competent and confident in supporting children and young people with SEND across all education phases, from the early years to post-16, so that they have the best possible educational experiences and their needs are met early without the need for an EHCP. This includes:

- Upskilling the workforce to better understand the needs of children and young people with SEND and the strategies they can use to provide support at the earliest stage so that their needs are met within mainstream settings wherever possible.
- Providing advice and support to parents, carers, teachers and other professionals to promote inclusion and support positive transitions between school key stages and phases and into post-16 education or training, avoiding the need for higher cost provision.
- Developing effective links and working relationships with targeted and universal services so that families have access to support that builds on their strengths and promotes resilience and independence.
- Supporting young adults to have a smooth and well-planned transition from children's services to adult social care services.

Progress so far

Throughout our consultation activity, local families and professionals have agreed with us that early intervention can be impactful, but only if it

is adequately funded. Feedback has also clearly said that early intervention cannot and must not replace statutory support. We agree. We have increased the support available to all education providers to improve inclusion. This includes introducing a one-stop-shop service to provide information, advice and guidance and to signpost providers to specialist support services. We have also established a secondary phase educational inclusion support service and are offering SEMH networks free to all primary and secondary schools. Revised threshold guidance has been co-produced specifying the evidence-based interventions available to schools and post-16 providers; this has been supported by holding specialist inclusion and intervention training for mainstream schools. An Early Intervention Panel was established in September 2018 aimed at providing early support to schools, so that children's and young people's educational needs can continue to be met within their existing mainstream setting. A transitions protocol is in place to support early and joint planning for young adults who meet the eligibility criteria for adult social care services. Information sharing events have been organised for parents and carers aim to support the transition process at primary and secondary school and into Post 16 provision.

Kingston Council have invested an additional £283,000 per year in early intervention since 2017-18. This investment is being targeted at

- A transition support team for SEN students from years 4-8 to ensure that there is continuity in high quality provision and consistency in needs being met
- Increased teaching assistant support for primary schools to maintain high quality outcomes in the face of increased demand and case complexity; and to enable more children and young people with EHCPs to remain in mainstream, rather than specialist, settings where appropriate
- Staff time to source and quality assure alternative provision that schools could then commission themselves as part of a creative package for students that are struggling in mainstream settings
- Increased capacity in schools to support children and young people with social, emotional and mental health needs
- Further enhance joint working with autism spectrum disorder specialist teams within Achieving for Children, supporting schools and other services to understand and meet the needs of children and young people with autistic spectrum disorder
- Quality assured mentoring and coaching for disaffected secondary age pupils, aligned with our vision for young people, either on an individual or group basis

Expected impact

Success measure	National Benchmark 2017/18	Baseline September 2018	18/19	19/20	20/21	21/22
			Target	Target	Target	Target
Percentage (%) of children and young people reviewed by the Early Intervention Panel who are supported to remain in mainstream education.	Not collected	0%	30%	50%	70%	90%
Percentage (%) of children and young people reviewed by the Educational Inclusion Support Service who are supported to remain in mainstream education.	Not collected	0%	30%	50%	70%	90%
Percentage (%) of children and young people reviewed by the Early Intervention Panel who receive support that prevents the need for an EHCP.	Not collected	0%	30%	40%	50%	70%
Percentage (%) of children and young people with EHCPs who are educated in mainstream schools and settings.	34.0%	31%	30%	35%	40%	45%
Percentage (%) of children and young people with EHCPs who are educated in specialist resource provisions in mainstream schools.	5.1%	9%	10%	11%	12%	13%
Total number of children and young people aged 0 to 25 with an EHCP.	Not collected	1,124	< 1,165	< 1,235	< 1,275	<1,315

Activities

Activity	Investment required £	Lead	Start date	End date
Early intervention				
Establish and facilitate a local system of peer-to-peer inclusion audits that support inclusive practice in mainstream settings.	0	Strategic Lead: Educational Inclusion	Jan-19	Jul-19
Establish the skills and capacity in special schools and specialist resource provisions to provide expert outreach support to education providers.	54,000	Lead School Improvement Adviser: SEND	Mar-19	Jun-19
Develop a learning and development programme to upskill professionals working in schools and colleges in supporting children and young people with SEND, based on the intelligence gathered from the Educational Inclusion Support Service.	16,000	Head of Learning and Development	Jan-19	Apr-19
Review and plan the support needed by families to build their resilience so that more children and young people with SEND at risk of requiring residential school placements are supported to remain at home.	0	Strategic Lead: Educational Inclusion	Jan-19	Apr-22
Evaluate the impact of early intervention initiatives to inform the design and development of future service provision, including monitoring the direct impact of the Early Intervention Panel.	0	Strategic Lead: Educational Inclusion	Apr-19	Apr-22
Transition				

Build on the existing transitions protocol between children’s services and adult services to develop a preparing for adulthood strategy that promotes independence from the earliest stage and informs the design and delivery of services by all organisations in the SEND partnership.	0	Head of Policy and Research	Jan-19	Apr-19
Increase the numbers of young people with post-16 EHCPs on vocational pathways, including apprenticeships, traineeships and supported internships to support them in their transition into employment.	0	Associate Director Commissioning	Oct 18	Sept 19
Establish and implement a process, as part of the preparing for adulthood strategy, to review all EHCPs at Year 11, to determine whether a young person’s needs would be better supported post-18 by a managed case transfer to adult social care services.	0	Associate Director Commissioning	Apr-19	Apr-22

Risk analysis

These risks and the risk management actions are owned by the chair of the early intervention and transition workstream.

Risk	Impact	Strategy	Action(s)	Risk score
School professionals do not support inclusion and early intervention, or there is inconsistent support across schools.	Children and young people with SEND cannot be supported within mainstream schools or specialist resource provisions, meaning that they have to be transferred to special schools or non-maintained	Mitigate	There is effective engagement and communication with professionals through the SENCO network. There is an effective learning, development and support offer to schools to support inclusive practice. The shape	Low

	and independent schools at a higher cost.		of the offer is informed by learning from EHCP assessments, tribunals and other feedback.	
Inability to recruit and retain professionals who are able to provide expert outreach support to schools and providers.	There is insufficient capacity, skill and expertise within the inclusion service to support schools with targeted interventions.	Mitigate	Job profiles, salary levels and the recruitment process attract good candidates with inclusion expertise and experience. Flexible working arrangements are available including secondments from schools. There is an effective induction, development and support package available to all professionals involved in targeted interventions.	Moderate
Transition arrangements between children's services and adult social care services are not implemented.	Young adults with SEND do not receive the support they need in a timely way from the appropriate services. Ineffective transition and working arrangements between children's services and adult social care lead to fragmentation and build higher costs into the system.	Mitigate	The preparing for adulthood strategy and transitions protocol facilitates early consideration and planning for young people's transition. Funding responsibilities are made clear within the protocol and are agreed in each individual case.	Moderate

6.5. WORKSTREAM 5: ASSESSMENT AND PLANNING

Workstream Lead: Charis Penfold, Director of Education Services, Achieving for Children; and Designated Clinical Officer, Kingston Clinical Commissioning Group

Workstream Objectives

The objective of the assessment and planning workstream is to drive improvements in the timeliness and overall quality of EHCPs so that they are specific about the educational provision, support and outcomes to be achieved for each child or young person, with equal emphasis given to their health and social care needs. This includes:

- Streamlining the process for the development of EHCPs, ensuring that plans are completed within statutory timescales to a consistently high standard, and are based on detailed and well-evidenced assessments by all professionals.
- Establishing effective quality assurance mechanisms for EHCPs that are inclusive of all organisations and professionals contributing to the EHCP in line with the SEND Code of Practice (2014).
- Establishing a robust framework for the annual review of EHCPs so that: statutory expectations are met; the process is inclusive of all stakeholders; there is a thorough review of the outcomes and continuing needs of each child or young person; and the provision supports children and young people to make good educational progress and promotes independence.
- Ensuring the views, wishes and feelings of children and young people with SEND, and their parents and carers, are heard and responded to at all stages of the assessment and planning process, including improving customer care standards and the timeliness of responses.

Progress so far

A review of the EHCP assessment and planning process has been completed using feedback from parents and carers to better understand the customer journey and experience of local services. Feedback in consultation activity has been clear that local families feel EHCP coordinators and SEN Caseworkers need more training and support to produce quality documentation and support parents to navigate and engage with the process. We have designed and completed a skills audit for the team that has informed the design of a workforce development programme for EHCP coordinators and case workers within the SEND service. SENDIASS is working closely with the SEND Service Manager to share themes from their interaction with parents and carers which identify where things are working well and where improvement is needed

A full quality assurance process of all EHCPs is planned which will be completed by senior leaders in the SEND service and teachers seconded from schools.

New systems and resource have been established to better meet statutory obligations on annual reviews. In feedback to our consultation activity, local families and professionals agreed that annual reviews are important. A clear message was given that annual reviews must be focussed on young people's needs, not driven by a target to reduce provision. We agree. We are developing our approach to annual reviews so that they serve a number of purposes - to assess the impact of provision on children's progress; to assess whether there should be any change in provision - this could be an increase in level of support or a decrease - and highlight any possible challenges in the placement; to ensure accountability for providers who are overseeing the provision in the EHCP and to help plan transitions. A specialist officer has been recruited to lead on a programme of annual reviews. There are plans to expand this team to include an annual review coordinator to support the process. The initial focus for annual reviews has been on independent school placements and EHCPs at key stage and phase transition points at Year 5, Year 9 and in post-16.

To hear the views of children, young people and families, we are developing new ways of capturing feedback after all new assessments have been completed and through the annual review process. We will also include mechanisms to better capture the views of providers to assess the impact of EHCPs and more widely. We are also developing mechanisms to hear the voices of parents and carers whose children and young people are at SEND support.

Expected impact

Success measure	National Benchmark 2017/18	Baseline September 2018	2018/19	2019/20	2020/21	2021/22
			Target	Target	Target	Target
Percentage (%) of CYP who feel their input is reflected in the EHCP	Not collected					
Percentage (%) of parents and carers who feel their input is reflected in the EHCP/ have been fully engaged in assessment and writing of plan	Not collected					
Percentage (%) of new EHCPs issued within 20 weeks including exceptions.	61%	75%	75%	80%	85%	90%
Percentage (%) of EHCPs evaluated to be good or better as part of the local quality assurance framework for SEND.	Not collected	Not collected	50%	65%	80%	90%
Percentage (%) of audited plans containing health information meet required standard set out in QA framework	Not collected	Not collected				
Percentage (%) of audited plans containing social care information meet required standard set out in QA framework	Not collected	Not collected				

Percentage (%) of audited plans where health advice was provided within statutory timescales	Not collected	Not collected				
Percentage (%) of audited plans where health advice identified impact on outcomes for children and young people	Not collected	Not collected				
Percentage (%) of parents who feel EHCP accurately reflects child's needs	Not collected	Not collected				
Percentage (%) education settings feel EHCP accurately reflects child's needs	Not collected	Not collected				
Percentage (%) health providers feel EHCP accurately reflects child's health needs	Not collected	Not collected				
Percentage (%) of children and young people who feel the plan will help them to make significant progress towards outcomes	Not collected	Not collected				
Percentage (%) of parents who feel plan would help child make significant progress towards outcomes	Not collected	Not collected				
Percentage (%) of education settings who feel EHCP will help child make significant progress towards outcomes	Not collected	Not collected				
Percentage (%) of health providers who feel EHCP will help child make significant progress towards health outcomes	Not collected	Not collected				
Percentage (%) of education settings who feel provisions in the plan will succeed in ensuring that the CYP reaches the outcomes set out	Not collected	Not collected				

Percentage (%) of EHCP annual reviews completed within 12 months.	Not collected	11%	25%	55%	75%	100%
Percentage (%) of children and young people receiving SEND support are satisfied with their level of engagement in the ADPR cycle.	Not collected					
Percentage (%) of parents receiving SEND support are satisfied with their level of engagement in the ADPR cycle.	Not collected					
Total number of appeals submitted to the SEND tribunal.	Not collected	15	15	12	8	5
Percentage (%) of appeals where the SEND tribunal hearing is in favour of the local authority.	Not collected	13%	13%	30%	50%	70%

Activities

Activity	Investment required £	Lead	Start date	End date
Participation and feedback				
Develop mechanisms to capture feedback from children and young people with EHCPs and their parents/carers on their views on their needs, provision and progress towards outcomes and their experience of the process		Director Education Services and Associate Director Business		

		Development		
Develop mechanisms to capture feedback from professionals and partners on their confidence in provision set out in EHCPs to meet the needs of children and young people		Director Education Services and Associate Director Business Development		
Develop mechanisms to capture feedback from children and young people at SEND Support and their parents/carers on their views on their needs, provision and progress towards outcomes and their experience of the ADPR process		Director Education Services and Associate Director Business Development		
EHCP quality				
Review all EHCPs to identify any specific weaknesses or lack of specificity in the quality of assessments and/or plans; develop a programme to improve the quality of plans where this is required.	50,000	Associate Director: SEND	Nov-18	Nov-19
Develop and deliver a multi-module training programme to drive up the quality and consistency of EHCPs, ensuring this reflects the expectations in Children and Families Act 2014, including the need for plans to work towards the independence of all children and young people.	15,000	Associate Director: Workforce	Dec-18	Mar-19
Develop quality assurance processes for EHCPs across all partner organisations involved in assessment and planning, ensuring there is	2,500	Director of Improvement	Jan-19	Jul-19

regular feedback to professionals to promote continual improvement.				
Annual reviews				
Support all partner organisations to fully engage with annual EHCP reviews through attendance at mandatory training, so that the process is meaningful and leads to the robust re-assessment and review of children's and young people's needs and provision.	0	Associate Director: SEND	Jan-19	Jun-19
Establish a priority programme for annual reviews focused on independent school placements and key stage and phase transition points; develop good practice guidelines and processes for annual reviews to assess whether plans are achieving the agreed outcomes, promoting resilience and independence, and provide good value for money.	0	Associate Director: SEND	Nov-18	Apr-21
Upgrade the SEND electronic case management system so that it better supports the EHCP assessment, planning and annual review process.	25,000	Head of Business Systems	Apr-19	Jul-19

Risk analysis

These risks and the risk management actions are owned by the chair of the assessment and planning workstream.

Risk	Impact	Strategy	Action(s)	Risk score
Inability to recruit and retain experienced professionals within	There is insufficient capacity, skill and expertise within the SEND	Mitigate	Job profiles, salary levels and the recruitment process attract good	Moderate

<p>the SEND service, including educational psychologists, case workers and annual review officers.</p>	<p>service to drive up the quality of EHCPs and maximise the benefit of the annual EHCP review process.</p>		<p>candidates with SEND expertise and experience. Flexible working arrangements are available including secondments from schools. There is an effective induction, development and support package available to all SEND professionals.</p>	
<p>Annual EHCP reviews and updates to plans following quality assurance require substantial changes to plans.</p>	<p>There is insufficient capacity within the SEND service to make required changes to EHCPs. Proposed changes to plans result in parental challenge, disputed EHCPs and appeals to the SEND tribunal, which may result in higher cost provision.</p>	<p>Mitigate</p>	<p>The management structure for the SEND service is reviewed to provide additional capacity. Additional annual review officers are recruited. There is a priority programme for annual EHCP reviews and quality assurance and this is well coordinated and managed by a project manager. There is engagement with parents and carers. Assessments and plans were well evidenced by all contributing professionals.</p>	<p>Moderate</p>
<p>Annual EHCP reviews do not reduce the costs of individual plans to an affordable funding level that meets the child's or young person's needs.</p>	<p>There is a significant financial saving attached to this activity in 2019/20, 2020/21 and 2021/22. These savings cannot be delivered. Proposed changes to plans result in increased parental challenge, disputed EHCPs and appeals to the SEND tribunal, which may result in higher cost provision.</p>	<p>Mitigate</p>	<p>The management structure for the SEND service is reviewed to provide additional capacity. Additional annual review officers are recruited. There is a priority programme for annual EHCP reviews and quality assurance and this is well coordinated and managed by a project manager. There is engagement with parents and carers. Assessments and plans</p>	<p>High</p>

			were well evidenced by all contributing professionals.	
The SEND service does not have the systems, processes and support it needs to drive up the quality of EHCP assessments and plans.	The quality of EHCP assessments and plans does not improve at the required pace. EHCPs do not robustly and sufficiently evidence how and where children's and young people's education, health and care needs can be met. This may result in increased parental challenge, disputed EHCPs and appeals to the SEND tribunal, which may result in higher cost provision.	Mitigate	There is a priority programme for annual EHCP reviews and quality assurance and this is well coordinated and managed by a project manager. A dedicated project manager leads the upgrade to the electronic case management system.	Low

6.6. WORKSTREAM 6: HOME TO SCHOOL TRAVEL

Workstream Lead: Eamonn Gilbert, Associate Director - Commissioning, Achieving for Children

Workstream Objectives

This service is not funded from the DSG but is included in this plan for completeness as it is an important element of the SEND offer for children, young people and their families and must be part of the whole SEND transformation programme. The objective of the home to school transport workstream is to lead the establishment of a delivery model for the home to school travel of children and young people with SEND ensuring that it actively supports opportunities to promote and achieve independence. This includes:

- Agreeing a revised strategy, eligibility criteria and policy framework for the operation of home to school travel that enables the service to meet children's and young people's needs, supports independence, and is financially sustainable.
- Implementing new commissioning arrangements for all home to school travel that supports the delivery of the strategy and which considers options for new funding models, such as dynamic purchasing systems, payment by results and use of the voluntary sector.
- Ensuring efficient and cost-effective home to school travel arrangements are in place by September 2019 when the current contract for bus transport comes to an end.

Progress so far

Achieving for Children (AfC) and Kingston Council agreed a revised SEN Transport policy in February 2019. The revised policy moved away from the traditional model of funding taxis and buses, to provide the Council with a broader range of transport solutions and support packages that promotes independence and prepares young people for adulthood in line with the ambitions of the Children and Families Act 2014. Two key arrangements that have been used to deliver bus and taxi routes are coming to an end. Following a detailed options appraisal that looked at

options for service delivery (in house/outsource/hybrid), a detailed business case for a hybrid service, including a mix of contractual arrangements and inhouse support has been developed.

The ambition for the travel service is to ensure that all young people are supported to develop the skills to travel as independently as they are capable of. This will assist young people to reach their potential both in and out of school and in to adulthood. The level of travel skill will vary between pupils and will depend on individual children’s needs. For some pupils this may mean that they are able to confidently use public transport, others may increase in confidence to be able to use collection points or travel without a personal assistant and for some pupils it may mean that they can travel with their peers rather than individually. The service will also work with families to improve resilience and confidence and ensure that where possible families have a role in planning transport. The programme of support will be tailored to assess what a young person and their family may be capable of achieving and working jointly with young people, their families and partners towards this objective. Success in achieving increased travel skills will be celebrated through the annual travel awards.

Expected impact

Success measure	National Benchmark 2017/18	Baseline September 2018	2018/19	2019/20	2020/21	2021/22
			Target	Target	Target	Target
Percentage (%) of children and young people in receipt of home to school transport who travel independently to school following independent travel training.	Not collected	1%	1%	3%	5%	7%
Percentage (%) of children and young people in receipt of home to school transport who travel to school with their parent(s) or carer(s) including as a result of the parental bursary scheme.	Not collected	5.5%	5.5%	8%	12%	14%
Percentage (%) of children and young people in receipt of home to school transport who travel to school by bus from a collection point.	Not collected	12.5%	12.5%	15.5%	17.5%	20.5%

Activities

Activity	Investment required	Lead	Start date	End date
Finalise the staffing model, terms and conditions and oversee the TUPE process and timescales for staff joining Achieving for Children with Kingston HR	£0	Associate Director: Commissioning	Feb-19	Mar-19
Confirm technology partnership	£0	Associate Director: Commissioning	Mar-19	Mar-19
Introduce targeted bursaries for parents and carers to transport their own children to school or college	£0	Associate Director: Commissioning	Mar-18	Apr-19
Extend use of collection points on specific routes, subject to consultation responses and Council decision	£0	Associate Director: Commissioning	Apr-19	Apr-19
Review fleet lease arrangements	£0	Associate Director: Commissioning	Apr-19	Apr-19
Establish new Taxi DPS framework	£0	Associate Director: Commissioning	Apr-19	Sep-19

Revisit options appraisal and update market viability study to confirm preferred delivery model	£0	Associate Director: Commissioning	Apr-20	Sep-20
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Risk analysis

These risks and the risk management actions are owned by the chair of the home to school travel workstream.

Risk	Impact	Strategy	Action(s)	Risk score
The SEND transport market is insufficiently developed to respond to the required operating model and desired outcomes.	Children and young people with SEND continue to travel to school using bus and taxi transport rather than access travel opportunities that promote their independence and life skills. The financial cost of home to school travel is unsustainable.	Mitigate	There is a clear communication of the strategy and policy for SEND transport. There is a detailed service specification. Market engagement and development events are held as part of a well-run procurement. The financial business case to provide all or parts of the service in-house is developed.	Moderate
Children, young people and parents are reluctant to take-up and use the new travel options.	Children and young people with SEND continue to travel to school using bus and taxi transport rather than access travel opportunities that promote their independence and life skills. The financial cost of home to school travel is	Mitigate	There is good consultation with parents and carers on the options for home to school travel. The PCF and individual parents are engaged in the development of the strategy and policy. The ambitions of the service to promote independence are clearly	Moderate

	unsustainable.		articulated in all communications with children, young people and parents.	
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7. FINANCIAL SUSTAINABILITY

There is significant and escalating financial pressure in relation to the provision of high needs education services at both a local and national level. At the 31st March 2019 the Council expects to carry forward a cumulative debt of over £11m in relation to education services. Significant savings have already been achieved during 2018/19 but if we do not take further action this debt will continue to escalate to unaffordable levels and put at risk the Council's ability to deliver the local services that Kingston residents deserve.

We plan to tackle this funding gap in three ways:

- We are committed to continuing to provide cashflow to protect high needs services whilst expenditure is brought in to line with available grant funding,
- We will invest in local services to ensure that they are both high quality and cost efficient,
- We will challenge ourselves to ensure that our systems are efficient and affordable.

The following table summarises the position for this financial year, the position if the Council takes no further action and the projected position after the implementation of this recovery plan. The savings identified for 2018/19 have been fully achieved this year.

	2018/19	2019/20	2020/21	2021/22
	£m	£m	£m	£m
	ACTUAL	FORECAST	FORECAST	FORECAST
High needs budget	26.701	23.149	23.399	23.649
Forecast spend including new demand before actions	30.028	30.334	32.434	34.301
Saving required to balance the high needs block	3.327	7.185	9.035	10.652

Financial impact of workstream actions				
Strategy and Governance Workstream	-1.281	-0.966	-1.066	-1.116
Commercial Thinking Workstream	-0.140	-0.635	-0.930	-1.220
Local Provision Workstream	-0.361	-0.875	-1.250	-1.552
Early Intervention and Transition	-0.145	-0.500	-1.000	-1.500
Assessment and Planning Workstream	-0.100	-1.750	-3.350	-5.264
Total financial impact of actions	-2.027	-4.726	-7.596	-10.652
Cumulative financial impact of actions	-2.027	-6.753	-14.349	-25.000
In year high needs funding shortfall after savings	1.300	2.459	1.440	0.000
Alternative funding	-0.846	0.000	0.000	0.000
Cumulative DSG funding shortfall	11.144	13.604	15.043	15.044

INVESTMENT IN OUR LOCAL SERVICES

As part of this plan, Kingston intend to invest locally to ensure that we have sufficiently skilled local staff and a good local infrastructure to support pupils achieve their potential. This should in turn make the funding we have go further through improving the efficiency of our local processes, improving how we use our local resources and reducing dependence on the independent sector. The investment required will be subject to ongoing review. The latest identified areas are as follows:

Lead Officer	Description	Kingston £ investment needed			
		2018/19	2019/20	2020/21	2021/22
		£	£	£	£
SEND Programme Director	Hold a follow-up to the SEND Futures Conferences to raise awareness of the transformation plan and ensure that all professionals are signed-up to the vision, ways of working and activities.	0	10,000	0	0
Head of Intelligence	Expand the current range of key performance indicators to create a data observatory with information from all service providers to unlock new intelligence and insight and inform prioritisation and the development of new strategies.	0	8,000	0	0
Associate Director: Workforce	Assess commercial expertise across organisations in the SEND partnership and develop the workforce capabilities and capacity needed to work more commercially and create cost efficiencies.	0	10,000	0	0
Associate Director: Commissioning	Create additional capacity (1.0 FTE per borough) in the placement commissioning service to focus on the brokerage of SEND school placements.	25,000	50,000	50,000	50,000
Associate Director: Commissioning	Review contract management processes to ensure that they provide effective quality assurance of SEND placements and derive maximum value for money for all funding organisations in the SEND partnership.	5,000	10,000	0	0

Associate Director: Commissioning	Complete contract reviews with all current independent and non-maintained special school providers, mainstream and special schools in receipt of top-up funding, to achieve cost reductions.	6,000	6,000	0	0
Associate Director: School Place Planning	Produce a ten-year SEND provision plan that identifies the numbers and types of early years, school and post-16 places needed and makes recommendations for how and where these should be provided.	0	30,000	0	0
Associate Director: Business Development	Develop a marketing campaign for the local SEND offer to promote the high quality of local SEND provision in mainstream schools, specialist resource provisions and special schools.	0	15,000	2,500	2,500
Associate Director: Commissioning	Develop the 14-19 offer in Achieving for Children to provide information, advice and guidance on pathways into training and employment for young people with EHCPs.	0	7,500	7,500	7,500
Associate Director: Health Services and Chief Nurse	Develop, commission and/or provide an improved local therapies offer based on the findings of the needs assessment and gap analysis.	0	nya	nya	nya
Lead School Improvement Adviser: SEND	Establish the skills and capacity in special schools and specialist resource provisions to provide expert outreach support to education providers.	0	54,000	10,000	10,000

Head of Learning and Development	Develop a learning and development programme to upskill professionals working in schools and colleges in supporting children and young people with SEND, based on the intelligence gathered from the Educational Inclusion Support Service.	0	16,000	0	0
Director of Education	Review all EHCPs to identify any specific weaknesses or lack of specificity in the quality of assessments and/or plans; develop a programme to improve the quality of plans where this is required.	15,000	35,000	0	0
Associate Director: Workforce	Develop and deliver a multi-module training programme to drive up the quality and consistency of EHCPs, ensuring this reflects the expectations in Children and Families Act 2014, including the need for plans to work towards the independence of all children and young people.	0	15,000	0	0
Director of Improvement	Develop quality assurance processes for EHCPs across all partner organisations involved in assessment and planning, ensuring there is regular feedback to professionals to promote continual improvement.	0	2,500	0	0
Associate Director: SEND	Create a multi-disciplinary review team with educational and therapeutic expertise to undertake annual EHCP reviews.	118,000	100,000	100,000	100,000
Head of Business Systems	Upgrade the SEND electronic case management system so that it better supports the EHCP assessment,	0	15,000	0	0

	planning and annual review process.				
Associate Director: School Place Planning	Increase the number of specialist resource provision places to reflect the needs identified in the ten-year SEND provision plan.	tbc	tbc	tbc	tbc
Associate Director: Commissioning	Develop a local post-16 learning offer for specific groups most likely to use residential provision maximising the use of the adult education curriculum and community assets such as libraries.	0	tbc	tbc	tbc
	TOTAL	169,000	384,000	170,000	170,000

EFFICIENT AND AFFORDABLE

It is important that over the duration of the plan the cost of services is brought more into line with the grant allocation. Services need to be efficient and affordable. The workstreams already outlined in this plan detail how the budget for high needs services could be increased and how the Council can maximise the impact on pupils of the limited funds that are available. The potential savings and cost avoidance impacts are summarised in the table below. These impacts will be reviewed as the plan progresses and the workstreams develop more detailed plans and proposals.

		2018/19	2019/20	2020/21	2021/22
	Success measure	Target	Target	Target	Target
		£	£	£	£
WS1	Work with schools and the Schools Forum to identify funding from the DSG schools block that can be moved to the DSG high needs block.	1,000,000	0	0	0
WS1	Work with schools and the Schools Forum to identify spend from the DSG high needs block that can be reallocated to the DSG early years block.	70,500	416,000	416,000	416,000
WS1	Work with schools and the Schools Forum to identify funding from the DSG central services block that can be moved to the DSG high needs block.	135,000	150,000	200,000	200,000
WS1	Rationalise central support services funded from the high needs block and achieve efficiencies to release funding for other high needs services.	25,000	100,000	100,000	100,000
WS1	Increase funding contributions from social care.	0	100,000	100,000	100,000
WS1	Increased funding contributions from health services.	0	100,000	100,000	100,000
WS1	Increase opportunities for early intervention and develop more cost-efficient funding models.	50,000	100,000	150,000	200,000
WS2	Reduce spending on independent and non-maintained special school placements by implementing more commercial commissioning and contract management arrangements.	140,000	360,000	630,000	900,000

WS2	Reduce spending on top-up funding to mainstream and special schools by implementing more commercial commissioning and contract management arrangements.	0	75,000	100,000	120,000
WS2	Review all service level agreements with specialist resource provisions to better control and manage the placement of pupils within each provision and ensure they deliver good value for money.	0	200,000	200,000	200,000
WS3	The funding and delivery model for alternative education provision is revised to provide a more targeted and cost-efficient service.	240,000	300,000	300,000	300,000
WS3	New school places are created in specialist resource provisions and in special schools Kingston.	89,110	311,220	553,700	723,800
WS3	There is an improved post-19 education offer in local provision for young people with SEND.	0	200,000	300,000	400,000
WS3	More young people aged 16 to 25 are engaged in vocational training schemes and employment-based pathways, including apprenticeships.	32,000	64,000	96,000	128,000
WS4	Early intervention strategies enable children's and young people's needs to continue to be met within mainstream schools and post-16 settings.	145,000	500,000	1,000,000	1,500,000
WS5	The programme of annual EHCP reviews leads to more cost-effective provision for children and young people with SEND.	100,000	1,400,000	2,800,000	4,514,000
WS5	Improvements to the timeliness and quality of EHCPs clearly evidence how children's and young people's needs can be met within local provision and reduce the likelihood of costly tribunal-directed placements or provision.	0	350,000	550,000	750,000

	TOTAL	2,026,610	4,726,220	7,595,700	10,651,800
	SEN TRANSPORT (NOT FUNDED VIA DSG)				
WS6	Implement collection points for children and young people with SEND who travel to school by bus.	0	84,000	84,000	84,000
WS6	Implement targeted independent travel training including options for a payment by results funding model.	0	53,760	53,760	53,760
WS6	Expand and promote the bursary scheme to encourage and support more parents to transport their own children to school.	0	22,000	22,000	22,000
WS6	Implementation of a Digital Purchasing System for taxi routes	0	64,167	146,751	146,761
WS6	Change operating model to deliver joint services with other boroughs	0	12,500	15,000	15,000
	TOTAL	0	236,427	321,511	321,521

MEASURING FINANCIAL PROGRESS

All these activities will be working towards reducing the funding gap in a measured way to ensure that the Council continues to effectively meet the needs of children and young people. The focus will be on improving efficiency in all processes, ensuring that we maximise the value we get from every pound spent as well as investing in the local offer and resources. This in turn should make the limited funding we receive go further. It will be difficult to track back financial impact to specific activities as many actions will work towards achieving better value and as a consequence reduce / avoid costs. The key indicators that we will use to measure whether we are achieving a positive direction of travel in closing the funding gap will be:

Indicator	How it indicates efficiency	Benchmark
Average high needs spend relative to number of EHCPs (£)	High level value for money indicator	2018-19 baseline and sta neighbour average
Funding gap (£) As a % of Government Funding	Indicator of whether local and national expectations are aligned to inform lobbying	2018-19 baseline and sta neighbour average
% of budget spent in borough	Indicator of whether the local offer is meeting pupils needs / level of placement sufficiency	2018-19 baseline
Average cost of an in-borough placement - Mainstream - Special	Indicates whether cost of local school placements are in line with comparators	2018-19 baseline
% of budget spent on state funded establishments	Indicates reduced reliance on the more expensive independent sector other than where it is not practical to meet need. Indicates whether use of the independent sector is in line with comparators	2018-19 baseline and sta neighbour average
% of pupils with EHCPs supported in mainstream schools	Indicates how successful we are in supporting schools to support pupils relative to comparators	2018-19 baseline and sta neighbour average
% plans with a detailed annual review	Indicates move towards a more outcome based system of support	2018-19 baseline

% of pupils travelling independently (number and £)	Indicates how successful we are in preparing Kingston pupils for independent travel relative to comparators	2018-19 baseline
% increase in placements due to inflation uplift	Indicates ability of the commissioning function to negotiate with independent providers	2018-19 baseline
Average cost of an independent placement	Indicates ability of commissioning function to negotiate favourable rates relative to comparators	2018-19 baseline
% of post 16s supported in apprenticeships or at local college	Indicator of how well young people are being prepared for adulthood and how good the local offer is relative to comparators	2018-19 baseline and sta neighbour average
% of EHCPs per 0 - 25 population	Assessment threshold indicator	2018-19 baseline and sta neighbour average
% of SEN Support per 5 - 25 population (borough based)	Assessment threshold indicator	2018-19 baseline and sta neighbour average

8. GLOSSARY

CLA	Child(ren) looked after	A child who is in the care of the local authority. They may be in a foster family, with other family members or in residential care.
DCS	Director of Children’s Services	The statutory post within a local authority responsible for providing relevant and responsive children’s services as required by legislation.
DSG	Dedicated Schools Grant	A ring-fenced government grant used to fund individual school budgets in maintained schools, academies and free schools.
EHCP	Education, Health and Care Plan	A plan that details the education, health and social care support provided to a child with special educational needs or disabilities.
HNB	High needs block	The budget within the dedicated schools grant that is used to fund support for children with special educational needs and disabilities.
PCF	Parent-Carer Forum	A constituted group of parents and carers of children with disabilities who work with the local authority and other providers to ensure that the services they provide meet the needs of children with disabilities and their families.
PFA	Preparing for adulthood	The support provided to children and young people with special educational needs and disabilities that helps them to develop their independence and the life skills they will need as adults.
SEMH	Social, emotional and mental health (needs)	A type of special educational need in which children have severe problems in managing their emotions and behaviours.
SEND	Special educational needs and disability	A learning difficulty or disability that requires special educational provision to be made for a child or young person.
SRP	Specialist resource provision(s)	Teaching and learning support within a mainstream school that provides support to children with special educational needs and disabilities.

