

## Equality Assessment (EA)

<b>Service Area:</b>	Special Educational Needs and Disabilities (SEND)
<b>Name of service/ function/ policy/ project being assessed:</b>	Achieving for Children- Kingston SEND Transformation Plan 2019-20 to 2020-21
<b>Officer leading on assessment:</b>	Ashley Whittaker, Programme Director
<b>Other staff involved:</b>	<ul style="list-style-type: none"> <li>● Ian Dodds, Managing Director</li> <li>● Suzanne Payne, Associate Director for Strategy and Transformation</li> <li>● Henry Kilpin, Head of Strategy and Programmes</li> <li>● Zoe Williams, Head of Policy and Research</li> <li>● Francis Arokiasamy, Kingston Equalities Lead</li> </ul>

### BACKGROUND

#### 1. Briefly describe the service/ function/ policy/ project:

##### Introduction

Like many local authorities across the country, Kingston Council (and Achieving for Children as the commissioned provider for children's services on behalf of the Council) is facing unprecedented financial challenges as a result of sustained reductions to budgets, the increasing and more complex needs of some of the children and young people with SEND in the borough, and continuing statutory duties.

This requires a new approach from both Kingston Council and Achieving for Children and as such, the Kingston SEND Transformation Plan has been developed. This plan brings together initial ideas for transforming the delivery of SEND services and is informed by the ideas generated through three months of consultation and engagement with children, young people and families including the SEND Futures Conference held in July 2018 which was attended by families and professionals from across the borough. As a result of this consultation and engagement, Achieving for Children published the SEND Futures: Our Vision and Priorities for 2020 which has informed the draft SEND Transformation Plan.

The plan will be reviewed at the Kingston Children's and Adults' Education and Care Committee on 7 February 2019. At this stage, Councillors may approve the plan in principle. If so, the plan will then go to Kingston Full Committee on 26 February 2019 for consideration and potential sign off and agreement for the financial elements.

##### Background, context and challenges in Kingston

There are 3,577 children and young people with SEND aged 0 to 25 in Kingston upon Thames; 1,157 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: autistic spectrum conditions (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 for the local authority to support children and young people with SEND, from their early years to age 25, comes from the high needs block of the Dedicated Schools Grant (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 for Kingston is expected to overspend by £2.2 million by the end of 2018/19. This takes into account an advance payment of £3 million by the Department for Education and £1.4 million transferred from the general school block into the high needs block. It is forecast that the cumulative DSG overspend will reach £13 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 £9 million in 2019/20, £11 million in 2020/21 and £13 million in 2021/22. By 2022, the accumulated overspend would reach £46 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 which is funded from the Council's general fund, rather than the DSG, is forecast to overspend by £350,000 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.

### **Detailed proposals**

In the context of the financial position in Kingston and the need to reduce forecast growth in EHCPs and SEND support, as well as the need to improve the quality of provision, the transformation plan seeks to address five key issues over the next three years:

1. Developing new approaches to early intervention so that children with SEND are

- supported to remain in mainstream schools
2. Increasing the range and maintaining the quality of local education, health and care provision for children and young people with SEND
  3. Improving business insight and implementing more commercial approaches to the commissioning of SEND placements and support
  4. Engaging all stakeholders, including all parents and carers, in reforming the SEND system and changing attitudes and behaviours
  5. Promoting independence and strengthening transition for children and young people with SEND through school phases and into their adulthoods

The vision from the plan 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.*

This vision was developed and presented at the SEND Futures Conference in July 2018. The conference was attended by stakeholders from across the whole SEND system, including parents and carers. 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 people 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.

#### **Governance of the plan**

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, together with the Parent-Carer Forum, 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. 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.

The workstreams, rationale, proposals and activities are set out below:

### **Workstream 1: Strategy and Governance**

<b>Rationale</b>	<p>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:</p> <ul style="list-style-type: none"> <li>● Establishing effective governance arrangements that secure full partner engagement and the robust scrutiny of progress</li> <li>● 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</li> <li>● 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</li> <li>● 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</li> </ul>
<b>Proposals</b>	<ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● 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.</li> <li>● Rationalise central support services funded from the high needs block and achieve efficiencies to release funding for other high needs services.</li> <li>● Increase funding contributions from social care.</li> <li>● Increased funding contributions from health services.</li> <li>● Increase opportunities for early intervention and develop more cost-efficient funding models.</li> </ul>
<b>Activities</b>	<p><b>Vision and values</b></p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> </ul> <p><b>Governance arrangements</b></p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● Produce a working agreement between the SEND Partnership Board and the Education Commission that sets out how the two bodies will work</li> </ul>

collaboratively to drive change throughout the SEND system.

- 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.

#### **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.
- 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.

#### **Engagement and co-production**

- Facilitate 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.
- Establish a shared approach to ensuring that the wishes and feelings of children, young people and their families are at the heart of service planning and delivery, including the development of a local model that enables the engagement of as many families as possible in co-production and service planning.
- Enhance the Local Offer website so that it provides a one-stop-shop for children, young people, parents, carers and professionals on local SEND provision that closely reflects the ambitions set out in this plan; ensure that universal and community providers, such as libraries and children's centres, are aware of this information and are able to help parents and carers to understand what is available in the local offer.

#### **Strategy and 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.
- 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.
- 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.

#### **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.
- Establish processes to develop a shared local understanding of trends and

	<p>predict future needs that is used to forecast and inform integrated service planning and delivery, including analysing gaps in the local SEND offer. This activity will be developed in partnership with the Education Commission.</p> <p><b>Sustainable funding</b></p> <ul style="list-style-type: none"> <li>• Work with schools and the Schools Forum to establish an agreement that maximises high needs funding through the redistribution of DSG funds between the different funding blocks.</li> <li>• 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).</li> <li>• 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.</li> </ul>
<b>Workstream 2: Commercial Thinking</b>	
<b>Rationale</b>	<p>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:</p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> <li>• 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.</li> </ul>
<b>Proposals</b>	<ul style="list-style-type: none"> <li>• Reduce spending on independent and non-maintained special school placements by implementing more commercial commissioning and contract management arrangements.</li> <li>• Reduce spending on top-up funding to mainstream and special schools by implementing more commercial commissioning and contract management arrangements.</li> <li>• 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.</li> </ul>
<b>Activities</b>	<p><b>Shared approaches</b></p> <ul style="list-style-type: none"> <li>• 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.</li> </ul>



	<p><b>Commissioning capacity</b></p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● Scope opportunities, develop business cases and implement plans to establish collective commissioning arrangements that leverage maximum cost savings in SEND services.</li> </ul> <p><b>Placement brokerage</b></p> <ul style="list-style-type: none"> <li>● Create additional capacity (1.0 FTE) in the placement commissioning service to focus on the brokerage of SEND school placements.</li> <li>● 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.</li> <li>● 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.</li> <li>● 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.</li> </ul>
<b>Workstream 3: Local Provision</b>	
<b>Rationale</b>	<p>The objectives of the local provision workstream are to develop 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:</p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● Reviewing local alternative education provision to determine the most effective and sustainable model for the future.</li> <li>● 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.</li> </ul>
<b>Proposals</b>	<ul style="list-style-type: none"> <li>● The funding and delivery model for alternative education provision is revised to provide a more targeted and cost-efficient service.</li> <li>● New school places are created in specialist resource provisions and in special schools Kingston.</li> <li>● There is an improved post-19 education offer in local provision for young people with SEND.</li> </ul>

	<ul style="list-style-type: none"> <li>• More young people aged 16 to 25 are engaged in vocational training schemes and employment-based pathways, including apprenticeships.</li> </ul>
<b>Activities</b>	<p><b>Specialist school places</b></p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• Lobby the Department for Education to maximise the chances of funding for the two special free schools submitted as part of the Special Free School Presumptive Route; develop options for alternative funding for these schools if government funding is not approved.</li> <li>• 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.</li> <li>• Increase the number of specialist resource provision places to reflect the needs identified in the ten-year SEND provision plan.</li> </ul> <p><b>Pathways for young people aged 16 to 25</b></p> <ul style="list-style-type: none"> <li>• 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.</li> <li>• 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.</li> </ul> <p><b>Alternative education provision</b></p> <ul style="list-style-type: none"> <li>• Review the funding and delivery model for alternative education provision</li> <li>• 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.</li> <li>• 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.</li> </ul> <p><b>Therapies</b></p> <ul style="list-style-type: none"> <li>• Develop, commission and/or provide an improved local therapies offer based on the findings of the needs assessment and gap analysis.</li> </ul>
<b>Workstream 4: Early intervention and transition</b>	
<b>Rationale</b>	<p>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:</p> <ul style="list-style-type: none"> <li>• Upskilling the workforce to better understand the needs of children and young people with SEND and the strategies they can use to provide support</li> </ul>

	<p>at the earliest stage so that their needs are met within mainstream settings wherever possible.</p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● Supporting young adults to have a smooth and well-planned transition from children’s services to adult social care services.</li> </ul>
<b>Proposals</b>	<ul style="list-style-type: none"> <li>● Early intervention strategies enable children’s and young people’s needs to continue to be met within mainstream schools and post-16 settings.</li> </ul>
<b>Activities</b>	<p><b>Early intervention</b></p> <ul style="list-style-type: none"> <li>● Establish and facilitate a local system of peer-to-peer inclusion audits that support inclusive practice in mainstream settings.</li> <li>● Establish the skills and capacity in special schools and specialist resource provisions to provide expert outreach support to education providers.</li> <li>● 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.</li> <li>● 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.</li> <li>● 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.</li> </ul> <p><b>Transition</b></p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● 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.</li> </ul>
<b>Workstream 5: Assessment and planning</b>	
<b>Rationale</b>	<p>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:</p>

	<ul style="list-style-type: none"> <li>● 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.</li> <li>● 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).</li> <li>● 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.</li> <li>● 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.</li> </ul>
<b>Proposals</b>	<ul style="list-style-type: none"> <li>● The programme of annual EHCP reviews leads to more cost-effective provision for children and young people with SEND.</li> <li>● 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.</li> </ul>
<b>Activities</b>	<p><b>EHCP quality</b></p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● 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.</li> </ul> <p><b>Annual reviews</b></p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● Create a multi-disciplinary review team with educational and therapeutic expertise to undertake annual EHCP reviews.</li> <li>● 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.</li> <li>● Upgrade the SEND electronic case management system so that it better supports the EHCP assessment, planning and annual review process.</li> </ul>
<b>Workstream 6: Home to School Travel</b>	

<b>Rationale</b>	<p>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 recommend a future 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:</p> <ul style="list-style-type: none"> <li>● 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.</li> <li>● 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.</li> <li>● Ensuring efficient and cost-effective home to school travel arrangements are in place by July 2019 when the current contract for bus transport comes to an end.</li> </ul>
<b>Proposals</b>	<ul style="list-style-type: none"> <li>● Implement collection points for children and young people with SEND who travel to school by bus.</li> <li>● Implement targeted independent travel training including options for a payment by results funding model.</li> <li>● Expand and promote the bursary scheme to encourage and support more parents to transport their own children to school.</li> <li>● Implement a charging scheme to provide home to school travel for young people aged over 18.</li> </ul>
<b>Activities</b>	<ul style="list-style-type: none"> <li>● Consult on options for the future delivery of home to school travel for children and young people with SEND, including options for revised eligibility criteria, targeted mandatory independent travel training, a parental bursary scheme, and the implementation of collection points.</li> <li>● Revise and seek Council approval for a new SEND home to school travel policy based on the outcome of the consultation; implement the options set out in the revised policy.</li> <li>● Implement new commissioning arrangements for home to school travel that consider new funding models, such as dynamic purchasing systems and payment by results solutions for independent travel training.</li> <li>● Develop an options appraisal and business case for the delivery of the bus service element of the home to school travel offer; commission or directly provide the service based on the outcome of the business case.</li> </ul>

The SEND Transformation Plan is currently out for consultation with the public. Once this consultation has closed, the plan, the consultation results, and the draft equality assessment will be reviewed by Kingston Councillors at Full Council on 26 February 2019 and may or may not be agreed to take forward.

## 2. Why is the equality assessment being undertaken?

The equality assessment is being undertaken to ensure that the implications of the SEND Transformation Plan being considered by the Council and Achieving for Children are fully understood so they can inform the decision-making process.

Results of consultation on the proposals have been included in this assessment.

**3. What sources of information have been used in the preparation of this equality assessment? (e.g national research, local needs assessment, user feedback) Please provide the details in the table below:**

<i>Information source</i>	<i>Description and outline of the information source</i>
SEND Consultation Hub	Published on the Local Offer website, a summary of consultations with school staff, School Governors, parents/ families and children / young people between March and July 2018, culminating in the SEND Futures Conference.
Kingston SEND Transformation Plan 2019-20 to 2020-21	Proposed SEND Transformation Plan for Kingston.
Kingston Data	Data relating to general population and school pupil characteristics provided by Kingston Council.
Department for Education Statistics for Schools and Pupil Numbers	Spreadsheet of information relating to all local authority schools: <a href="https://www.gov.uk/government/collections/statistics-school-and-pupil-numbers">https://www.gov.uk/government/collections/statistics-school-and-pupil-numbers</a>
Spring School Census 2018	Data from the spring school census in 2018: <a href="https://www.gov.uk/guidance/school-census">https://www.gov.uk/guidance/school-census</a>
Achieving for Children Annual Equalities Report 2017-18	Annual report setting out how Achieving for Children meets the Public Sector Equality Duty.
Council for Disabled Children SEND Data Bulletin	Data from the Council for Disabled Children: <a href="https://councilfordisabledchildren.org.uk/sites/default/files/file/attachemnt/SEN%20data%20bulletin.pdf">https://councilfordisabledchildren.org.uk/sites/default/files/file/attachemnt/SEN%20data%20bulletin.pdf</a>

**ANALYSIS OF IMPACT**

**4. Assess the relevance of each protected characteristic group to the service/ function/ policy/ project and explain what the data, customer feedback, complaints or discussions with stakeholder groups tells you about the impact.**

***Other questions to consider:***

- *How well are diverse needs met?*
- *Have any differences in access to services/functions been identified for any group?*
- *Has the area identified any disadvantages experienced by groups, which need to be addressed?*
- *Have there been any complaints about a failure to receive an appropriate and fair service?*
- *Is there any other evidence of differential impact or different outcomes which needs to be addressed?*

- *Is there any evidence that participation in areas of public life is disproportionately low for any particular relevant protected characteristic group?*
- *Have the needs of disabled people been identified and addressed where these are different from the needs of non-disabled people?*
- *Have you identified any need to tackle prejudice or promote understanding between different relevant protected characteristic groups?*

*Remember that equality assessment is not simply about identifying and removing negative effects of discrimination but it is also an opportunity to identify ways to advance equality of opportunity and to foster good relations.*

**NOTE:** This assessment presents data relating to children and young people with an EHCP but also to children and young people with SEND but do not meet the threshold to have an EHCP and are registered as SEN Support. Under these circumstances the school (or nursery if aged under 5) is responsible for developing an individual SEN support plan to meet their needs. Every mainstream school has a special educational needs coordinator (SENCO) who is responsible for organising extra help for pupils with SEN. The SENCO works with the class teachers and subject teachers to plan the help each child will receive. The school will give clear information about the extra help the child is getting and will meet with the parents/ carers at least three times a year to review how the child is progressing and what the next steps will be. The school will also provide a report at least once a year on the child's progress.

The data presented is the latest available- for children and young people receiving SEN Support this is from the 2018 spring census.

Protected Group	Findings												
Age	<p><b>Data</b></p> <p><u>EHCPs</u> As at the end of December 2018, Kingston was responsible for 1,157 EHCPs.</p> <p>Of these, children aged 11 to 15 have the highest proportion of EHCPs (40.0%) followed by children and young people aged 16 plus (32.8%). 27.1% of children and young people with EHCPs are aged five to ten and only 0.2% are aged 4 and under.</p> <p>The numbers in each age group are set out below:</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Age range</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>0 to 4</td> <td>Less than five</td> </tr> <tr> <td>5 to 10</td> <td>313</td> </tr> <tr> <td>11 to 15</td> <td>463</td> </tr> <tr> <td>16+</td> <td>379</td> </tr> <tr> <td><b>Total</b></td> <td><b>1,157</b></td> </tr> </tbody> </table>	Age range	Total	0 to 4	Less than five	5 to 10	313	11 to 15	463	16+	379	<b>Total</b>	<b>1,157</b>
Age range	Total												
0 to 4	Less than five												
5 to 10	313												
11 to 15	463												
16+	379												
<b>Total</b>	<b>1,157</b>												

The next table sets out the numbers of children and young people by school year group:

Year Description	Number
Nursery 2	Less than five
Reception	21
Year 1	40
Year 2	34
Year 3	71
Year 4	64
Year 5	83
Year 6	96
Year 7	88
Year 8	92
Year 9	100
Year 10	87
Year 11	74
Year 12	76
Year 13	68
Year 14	61
Age 19+	44
Age 20+	25
Age 21+	17
Age 22+	11
Age 23+	Less than five
Age 24+	Less than five
<b>Total</b>	<b>1,157</b>

Just 0.2% of children and young people with EHCPs are under school age. 35.6% of children and young people with EHCPs are in reception year to year six (primary school age). 38.1% are in year 7 to year 11 (secondary school age) and 17.7% are in year 12 to year 14 (sixth form age). 8.6% of children and young people are aged 19+.



### SEN Support

The 2018 spring census shows that there were 2,076 pupils receiving SEN support in Kingston.

Of these, children aged 5 to 10 are the largest age group receiving SEN support (62.6%) followed by children and young people aged 11-15 (27.7%). Only 6.8% are aged 4 and under.

The numbers in each age group are set out below:

Age Range	Total (Percentage)
0-4	142 (6.8%)
5 to 10	1,300 (62.6%)
11 to 15	577 (27.7%)
16+	57 (2.7%)
<b>Total</b>	<b>2,076 (100%)</b>

The next table sets out the numbers of children and young people by school year group:

Year Description	Number
Nursery 1	13
Nursery 2	60
Reception	116
Year 1	185
Year 2	219
Year 3	220
Year 4	213
Year 5	251
Year 6	232
Year 7	139
Year 8	125
Year 9	104
Year 10	90
Year 11	70

Year 12	25
Year 13	13
Year 14	Less than five
<b>TOTAL</b>	<b>2,076</b>

Just 3.5% of children and young people receiving SEN Support are under school age. 69.1% of children and young people receiving SEN Support are in reception year to year six (primary school age). 25.4% are in year 7 to year 11 (secondary school age) and 1.9% are in year 12 to year 14 (sixth form age).

**Impact**

The proposals are considered extremely relevant to age given that they relate to children and young people.

The data shows that the proposals are likely to have a greater impact on those aged 11-15 years old who have an EHCP in the current cohort. This is also the most common age grouping for those with an EHCP nationally.

For those receiving SEN Support, the age group most likely to be impacted are those aged five to ten years old. This aligns with national data that shows SEN Support declines as age increases. Those aged ten and under receiving SEN Support are therefore most likely to be impacted by the proposals.

**Disability**

**Data**

EHCPs

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.

By the end of December 2018, Kingston was responsible for 1,157 EHCPs. The main presenting need is Autistic Spectrum Disorder (ASD) (34.5%), followed by Speech, Language and Communication Needs (21.6%), and Social, Emotional and Mental Health (13.2%). The table below sets out the needs across the cohort of children and young people with SEND:

Special Needs Description	Number
Autistic Spectrum Disorder	399 (34.5%)
Speech, Language and Communication Needs	250 (21.6%)
Social, Emotional and Mental Health	153 (13.2%)

Moderate Learning Difficulty	120 (10.4%)
Specific Learning Difficulty	55 (4.8%)
Physical Disability	50 (4.3%)
Severe Learning Difficulty	46 (3.9%)
Hearing Impairment	21 (1.8%)
Profound and Multiple Learning Difficulty	18 (1.6%)
Other Difficulty/ Disability	15 (1.3%)
Visual Impairment	11 (0.9%)
Multi-Sensory Impairment	Less than five (0.3%)
Behaviour, Emotional and Social Difficulties	Less than five (0.1%)
SEN support but specialist assessment of type of need	Less than five (0.1%)
Unknown	Less than five (0.1%)
<b>Total</b>	<b>1,157 (100%)</b>

Within Kingston's overall school population 2.8% have an EHCP- slightly lower than the national average of 2.9%.

#### SEN Support

8.2% of pupils in Kingston's overall school population (2,076 children and young people) receive SEN support compared to 11.7% nationally.

At the primary phase, 10.0% of pupils receive SEN support compared to 12.4% nationally. The most common needs for these pupils are:

- Speech, Language and Communication Needs -39.5%
- Specific Learning Difficulties -15.2%
- Social, Emotional and Mental Health -14.3%
- Moderate Learning Difficulties – 10.3%
- Autistic Spectrum Disorder -9.2%

At the secondary phase, 5.4% receive SEN support, compared to 10.6% nationally. The most common needs of these pupils are:

- Specific Learning Difficulties -28.4%
- Social, Emotional and Mental Health -21.1%
- Moderate Learning Difficulties- 15.5%
- Autistic Spectrum Disorder -12.4%

	<ul style="list-style-type: none"> <li>• Speech, Language and Communication Needs- 10.3%</li> </ul> <p><b>Impact</b> The proposals are considered extremely relevant to disability given that they relate to children and young people with SEND.</p> <p>The most common type of need for those with an EHCP in Kingston aligns with national data. This means that those with ASD are most likely to be impacted by the proposals as these form the largest group in the SEND cohort.</p> <p>In terms of SEN Support, nationally Moderate Learning Difficulties and Speech, Language and Communication Needs are the most common types of disability/ difficulties across all schools. This aligns with the data from Kingston if figures for those with Speech, Language and Communication Needs in primary and secondary education is combined.</p>
Gender (Sex)	<p><b>Data</b></p> <p><u>EHCPs</u> At the end of December 2018, Kingston was responsible for 1,157 EHCPs. There is a significant gender split with a far higher proportion of EHCPs issued to males (71.7%) than females (28.3%).</p> <p><u>SEN Support</u> Of the 2,076 children and young people receiving SEN support, 67.0% (1,390) are male and 33.0% (686) are female.</p> <p><b>Impact</b> Given the gender breakdown in the SEND cohort, the proposals, if implemented, would have more of an impact on males than females. This aligns with national data both for those with EHCPs and those receiving SEN Support.</p>
Gender reassignment	<p>The proposals are considered to be of low relevance to gender reassignment.</p> <p>Although data is not currently collected relating to gender reassignment, anecdotal evidence from schools in the borough has indicated a growing level of need in this regard.</p>
Marriage and civil partnership	<p>The proposals are considered to be of low relevance to marriage and civil partnership.</p>
Pregnancy and maternity	<p>The proposals are considered to be of low relevance to pregnancy and maternity.</p>
Race/ethnicity	<p><b>Data</b> 31.0% of all residents in Kingston are from a Black, Asian or Minority Ethnic (BAME) background. Between 2011 and 2017, the proportion of Kingston’s resident population from BAME</p>

groups has increased from 25.0% to 31.0%, and this growth is expected to continue to 46.0% in 2036.

Kingston's younger population are more diverse than the population as a whole with 39.0% of those aged 0-19 (compared to 31.0% in all age groups). There has been a rise in the 0-19 population between 2011 and 2017 of over 6,000 and the projections for 2026 predict further growth of 5,000.

#### EHCPs

The table below sets out the race/ ethnicity of the 1,157 children and young people with an EHCP:

Race/ Ethnicity	Number (Percentage)
White	384 (33.2%)
Asian	83 (7.2%)
Mixed	58 (5.0%)
Black	35 (3.0%)
Any Other Ethnic Group	17 (1.5%)
Chinese	5 (0.4%)
Refused/ Not Obtained/ Unknown	575 (49.7%)
<b>Total</b>	<b>1,157 (100%)</b>

Of those whose race/ ethnicity is known, 65.9% are White. The next largest group is Asian (14.3%) and those of Mixed ethnicity (9.9%).

#### SEN Support

Of the 2,076 children and young people receiving SEN support, 51.8% (1,075) are White British and 48.2% are BAME (66.8% are White including all White categories). This is a higher proportion than the overall 0-19 population.

#### **Impact**

The proposals are considered relevant to ethnicity although the lack of ethnicity data for all those with an EHCP means it is difficult to fully assess the impact. Based on the information available, there does not appear to be a disproportionate impact on any specific ethnic group. The service will aim to improve the collection of this data so a clearer understanding of impact on different ethnicities is possible.

	<p>It is also worth considering that the relationship between ethnicity and SEND is complex, with many other variables such as socio-economic status, language and cultural barriers influencing children’s outcomes.</p> <p>At an aggregate level, the national School Census shows the following figures- see the table below:</p> <table border="1"> <thead> <tr> <th>Ethnic group</th> <th>Number/ Percentage</th> </tr> </thead> <tbody> <tr> <td>White</td> <td>160,115/ 3.1%</td> </tr> <tr> <td>Mixed</td> <td>11,215/ 3.1%</td> </tr> <tr> <td>Asian</td> <td>19,040/ 2.6%</td> </tr> <tr> <td>Black</td> <td>13,980/ 3.6%</td> </tr> <tr> <td>Chinese</td> <td>655/ 2.3%</td> </tr> <tr> <td>Other</td> <td>3,090/ 2.6%</td> </tr> <tr> <td>All pupils</td> <td>210,850/ 3.0%</td> </tr> </tbody> </table> <p>This suggests that black pupils are slightly more likely to have EHCPs and Asian pupils are slightly less likely, on average. However, there is more variation within some of these ethnic groups than between them, so meaningful conclusions cannot be drawn at this aggregate level.</p>	Ethnic group	Number/ Percentage	White	160,115/ 3.1%	Mixed	11,215/ 3.1%	Asian	19,040/ 2.6%	Black	13,980/ 3.6%	Chinese	655/ 2.3%	Other	3,090/ 2.6%	All pupils	210,850/ 3.0%
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Other	3,090/ 2.6%																
All pupils	210,850/ 3.0%																
<b>Religion and belief including non-belief</b>	The proposals are considered to be of low relevance to religion and belief.																
<b>Sexual orientation</b>	The proposals are considered to be of low relevance to sexual orientation.																

**5. Summarise the key findings of the equality assessments of impact- have you identified any data gaps in relation to the relevant protected characteristics and relevant parts of the duty?**

***Other questions to consider:***

- ***Are there findings of unlawful discrimination?***
- ***Can you address any identified adverse impact?***
- ***Can you mitigate any negative impact?***
- ***Please provide rationale if you are unable to address any adverse impact.***
- ***Have you identified any ways of advancing equality in this area? For example, meeting diverse needs?***
- ***Is there a need for any actions to promote understanding between different protected groups?***

**Overall assessment of impact**

The SEND Transformation Plan, if agreed and implemented, will undoubtedly have an impact on children and young people from across the protected characteristic groups. The data shows it is highly relevant to

- age- as the changes will affect those aged 0 to 25 years of age;
- disability- as the changes relate to children and young people with SEND; and
- gender- as the changes disproportionately affect males than females.

It is also relevant to ethnicity but there is a lack of data, both locally and nationally, to fully understand the level of relevance.

The impact of the specific proposals is analysed in detail below. It is clear that there will be an impact- in some cases this is likely to be negative but in others it is likely to be positive.

As noted previously, the proposals in the SEND Transformation Plan are necessary as to meet current demand, Achieving for Children have had to spend more than the funding available. If the current level of increasing demand for high needs support continues without action to reduce costs or increase funding, the deficit will continue to rise significantly.

It is not sustainable to continue spending more than is received. The proposals set out in the plan and highlighted in this equality assessment seek to address the deficit and to create a more inclusive, local and targeted SEND education offer by intervening early and supporting schools to be able to better meet the needs of their SEND pupils, while encouraging resilience and independence.

#### Detailed assessment of impact

In addition to an assessment of the overall impact of the SEND Transformation Plan for addressing the financial deficit, more detailed assessment of the impact of each of the proposed options is set out below:

Workstream	Impact
<b>Strategy and Governance</b>	<p><b>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</b>  Moving funding from the DSG schools block to the DSG high needs block would marginally reduce the income that schools have to spend on the total school population. The overall impact would depend on the level of reduction and would impact schools differently as the reduction is not equal for all schools. This proposal is likely to have a small impact on all school-age pupils in mainstream schools. Achieving for Children will work with schools to try to minimise this impact.</p> <p><b>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</b>  Reallocation of funds from the DSG high needs block to the DSG early years block would mean the hourly rate allocated to nurseries to pay for childcare for all children would be lower than it otherwise would be. This would not necessarily mean a reduction, although it could, rather it may mean a smaller increase. This proposal may have a small impact on children aged under five as nurseries may be operating with a lower level of funding.</p> <p><b>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</b>  Moving funding from the DSG central services block to the DSG high needs block would lead to a reduction in funding for specific central services including: the Emotional Health Service, the Family Support Team, School Admissions, the 14-19 Commissioning Team,</p>

	<p>Individual Pupil Support, Governor Support and the Virtual School. The level of impact would not be known until the reduction had been allocated across services but it is expected that there could be a small impact on all children and young people (for example, emotional health services) and some specific groups (for example, looked after children if the virtual school is affected). Achieving for Children will work with schools to try to minimise this impact.</p> <p><b>Rationalise central support services funded from the high needs block and achieve efficiencies to release funding for other high needs services</b>  The central services include: Anstee Bridge, Education Welfare Service, Speech and Language, SEN Team, Sensory Impairment, Portage, and Individual Pupil Support. Rationalising central support services would not necessarily have an impact on any children or young people as the proposal aims to deliver savings through efficiencies or asking schools to commission these services directly, rather than through a reduction in the service. As such, there is unlikely to be any impact.</p> <p>However, if reductions in services were required, service redesigns would be undertaken and equality assessments would be completed for each of the service redesigns to assess impact.</p> <p>The possible implications of reducing the overall budget for central services, is that schools and service users may notice a reduction in the availability and/or quality of service. It may also have a knock on effect of increasing the number of appeals from families and/or SEN Tribunals.</p> <p><b>Increase funding contributions from social care/ Increased funding contributions from health services</b>  These proposals would seek to ensure that all partners contribute equally to funding services for children and young people with SEND. This is unlikely to have any impact as it just relates to where funding is sourced from.</p> <p><b>Increase opportunities for early intervention and develop more cost-efficient funding models</b>  This proposal aims to identify opportunities for intervening at an earlier stage to meet the needs of children and young people in a more efficient way. It would likely have no impact as it would result in the same services being delivered albeit in a different way.</p>
<p><b>Commercial thinking</b></p>	<p><b>Reduce spending on independent and non-maintained special school placements by implementing more commercial commissioning and contract management arrangements/ Reduce spending on top-up funding to mainstream and special schools by implementing more commercial commissioning and contract management arrangements</b>  Achieving for Children is also seeking to adopt an even more commercial approach to commissioning places with independent schools and non-maintained schools. The commissioning of specialist places is already subject to a number of changes. New contracts have now been issued to all independent/ non-maintained special schools. These will deliver enhanced quality and price control. Price negotiations continue with providers.</p> <p>Achieving for Children have appointed a specialist SEND Commissioning Officer (shared with Richmond) as part of the existing commissioning team to give the focus and priority this number of placements and volume of spend warrants. The aim is to better control not only placement costs but also their quality. This would involve a more forensic breakdown of charges, outcomes-based commissioning, new contracts and a more proactive relationship management with key suppliers to negotiate more effectively.</p> <p>This is unlikely to have an impact on any children or young people as it is more focused on the relationship between Achieving for Children and the independent/ non-maintained schools.</p>



	<p><b>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</b></p> <p>As with the proposals above, this is unlikely to have an impact on any children or young people as it is more focused on the relationship between Achieving for Children and specialist resource provisions. Work will be undertaken to ensure all specialist resource provision placements offer good value for money.</p>
<p><b>Local provision</b></p>	<p><b>The funding and delivery model for alternative education provision is revised to provide a more targeted and cost-efficient service</b></p> <p>Currently, schools can send pupils at risk of exclusion to a Pupil Referral Unit (PRU) to receive support to prevent them reaching the stage that exclusion is needed at little cost themselves as the majority of related cost is funded from the high needs block. This proposal would see schools responsible for funding the pupil to go to the PRU, with the potential for alternative provision funding to be devolved to schools. This may potentially lead to more permanently excluded pupils as schools may not have the resources to fund the placement at the PRU as a measure to prevent exclusion. This could therefore have an impact on those pupils who are at risk of exclusion. Achieving for Children will work with schools to try to minimise this impact.</p> <p><b>New school places are created in specialist resource provisions and in special schools Kingston</b></p> <p>There is already considerable focus on ensuring sufficient local places for children and young people with SEND. In March 2018, Achieving for Children led a consultation proposing a range of expansions of existing provision for children and young people with SEND, (the consultation can be found here: <a href="https://www.AchievingforChildreninfo.org.uk/pages/local-offer/information-and-advice/send-consultation-hub-and-resource-bank/kingston-and-richmond-both-borough-consultations">https://www.AchievingforChildreninfo.org.uk/pages/local-offer/information-and-advice/send-consultation-hub-and-resource-bank/kingston-and-richmond-both-borough-consultations</a>).</p> <p>In addition, there are plans to provide more Specialist Resource Provision (SRP) places, which are bespoke spaces within mainstream schools with their own specialist staff, so that pupils with SEND can be educated locally and benefit from being within a mainstream school. The intention is to create an additional 114 SRP places in Kingston over the next three years. This would enable Achieving for Children to offer out of borough pupils the opportunity to be educated closer to their family, friends and support networks. In addition, St. Philip's Special School is expanding with a further 40 places between 2018 and 2020.</p> <p><b>There is an improved post-19 education offer in local provision for young people with SEND/ More young people aged 16 to 25 are engaged in vocational training schemes and employment-based pathways, including apprenticeships</b></p> <p>The intention is to improve the range of provision for children and young people with SEND both in terms of the local education offer and vocational training schemes and employment based pathways. The pathways both in relation to education and vocational/employment schemes will be more aligned to the needs of the young person with a focus on independence. This could potentially have a beneficial impact on all children and young people with SEND as it will support the transition to adulthood and give a greater range of opportunities for young people to follow a pathway more suited to them.</p>
<p><b>Early intervention and transition</b></p>	<p><b>Early intervention strategies enable children's and young people's needs to continue to be met within mainstream schools and post-16 settings</b></p> <p>There is a need to identify earlier and intervene more quickly for children and young people with SEND in schools. The result of this will be that the progress and therefore the attainment gap between learners with SEND and their peers without will be minimised and their life chances enhanced. The financial impact of this is that the cost of meeting these and future needs will be reduced, benefitting not just the DSG but wider services too.</p>

Children and young people with SEND are nationally disproportionately represented in exclusion, Not in Education, Employment or Training (NEET) and youth crime data. Earlier intervention will not only save money, but it will also improve the lives of the individuals and communities involved.

This option is therefore focused on ensuring there is sufficient support in place at an early stage for children so that they may never need to be issued with an EHCP to access the support they need to thrive. The emphasis would be on training and equipping staff in schools to better support the needs of children and young people with SEND, without the need for an EHCP assessment. This may lead to an increase in the number of pupils receiving SEN support and a slow down in the number of EHCPs being created.

Achieving for Children would continue to provide advice, guidance and training so that school staff feel more confident to accommodate the needs of their pupils in a mainstream setting. For example, School INSET days now include SEND training on an even more frequent basis, the promotion of Quality First Teaching principles is becoming even more widespread, and local networks for sharing specialist best practice and providing outreach support have become more established with the intention of becoming more active than they currently are. There are also a number of other initiatives being used to take this agenda forward. These include promotion at Headteacher Partnership, School Improvement and SENCO Forum meetings. Some individual schools and multi academy trusts are already taking this agenda forward with increases in their staff SEND training, and this proactivity needs to become universal.

If this option was accepted, it would be supported by the following actions:

- Two early intervention panels (one for Early Years, and one for Primary and Secondary) have been established to sit five or six times per year. These panels will consider individual cases where class teacher, SENCO, SEN Threshold Guidance and other interventions (accessed for example via the “SEND Support Map” due to be launched in July) have been tried without sufficient success, and an escalation of support is seen as required. The panels will be able to assign a range of additional interventions to support the school and young person, without the need for an EHCP. Possible interventions will include support from specialist inclusion, educational psychology, clinical psychology, and therapy staff. Resources funded by the Early Years Inclusion Fund may be considered, as will outreach support provided by specialist resource provisions and special schools. Schools will be able to apply for extra support on a half-termly basis which would provide a quicker route to accessing support as the EHCP assessment process can take 20 weeks.
- There is now an inclusion “one stop shop” available to all schools via telephone 9am to 4pm providing expert advice and signposting to additional support.
- Support networks are available on social emotional and mental health (SEMH), with training provided by the Inclusion Service, the Educational Psychology Service and the Emotional Health Service (clinical psychology). The Inclusion Service will include secondary behaviour specialists in addition to the current primary expertise, offering advice, training, coaching and the coordination of multi agency networks.
- Peer to peer audits of SEND practice at secondary level are being established so that schools within the borough can support one another to become more inclusive and more equipped to meet the needs of pupils with SEND. The schools demonstrating the strongest SEND practice will support those schools requiring more support and help them to undertake an accurate and credible self-assessment.

As part of this option, further work would also be undertaken to engage with voluntary sector organisations to identify if they would be able to provide more support to schools

	<p>too.</p> <p>It is difficult to quantify how many children and young people this may impact upon but it should ensure that resources are directed at those children and young people that need it most and that schools are more competent and confident to support pupils with SEND, whether they have an EHCP or not. It is likely to be a positive impact.</p>
<p><b>Assessment and planning</b></p>	<p><b>The programme of annual EHCP reviews leads to more cost-effective provision for children and young people with SEND/ 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</b></p> <p>All EHCPs are subject to a formal annual review process. The objective of this process is to review whether the EHCP needs to be amended in any way, including whether it is still required. Achieving for Children believe that a more robust annual review process would result in more amendments being made to the content of an EHCP at this point in the annual cycle, and that the support provided each year would be more evidence based and bespoke to the evolving needs of the learner. Achieving for Children also believe that the financial impact of this, net of the investment cost, would be a reduction in expenditure. Achieving for Children have recently recruited an EHCP Annual Review Officer for Kingston, who will lead on this work, and are currently recruiting for an Annual Review coordinator position. The intention will be to ensure that the EHCPs that we produce are still effective and relevant and focused on encouraging each child and young person to progress towards greater independence and resilience wherever possible.</p> <p>In some cases, an annual review could lead to a reduction in support where the evidence shows that the child or young person no longer needs the existing level of support. In other cases, it could lead to an increase in support for a child or young person, where existing support is not considered to be sufficient. Parents, carers and children and young people will still have the same rights to appeal, should they disagree with changes proposed through the annual review process.</p> <p>This has the potential to impact on all children and young people with an EHCP. In that it seeks to better ensure that EHCPs better meet and align to the needs of children and young people with SEND, this is likely to have a beneficial impact.</p>
<p><b>Home to school travel</b></p>	<p>* A separate equality assessment is being undertaken to assess the impact of the following proposals on children and young people with SEND. The information below summarises the findings:</p> <p><b>Implement collection points for children and young people with SEND who travel to school by bus</b></p> <p>Collection points will be used on selected bus routes where pupils are ambulant. It should reduce some journey times to and from school and help to support children in their readiness to learn and participate in the school day. It will have a beneficial impact as it will contribute to supporting pupils to learn independence skills.</p> <p><b>Implement targeted independent travel training including options for a payment by results funding model</b></p> <p>The Special Educational Needs and Disability Code of Practice requires all local authorities to promote the independence and life skills of young people, in particular in their transition to adulthood. The use of independent travel training is an important mechanism for supporting young people to become more independent, acquire key life skills, develop their interests and friendship networks, and increase opportunities for employment.</p> <p>Participation in independent travel training has historically been steady. The programme currently offers 30 places across Kingston or Richmond per year it is anticipated that a greater number of the current cohort of pupils could commence some form of</p>

	<p>independent travel training from Year 8 onwards; it is therefore proposed to implement a targeted independent travel training programme for these pupils to increase take-up and completion from April 2019. As with the proposal above, this would have a beneficial impact as it would support pupils with SEND to develop the independence to support their transition to adulthood.</p> <p><b>Expand and promote the bursary scheme to encourage and support more parents to transport their own children to school</b></p> <p>The current reimbursement rate is 47 pence per mile. There is low take-up of this option with just 6% of the current cohort accessing this form of transportation. It is proposed to increase the reimbursement rate to £1 per mile where it is beneficial and is likely to increase take up (predominantly on solo routes where only one child is being transported as this is significantly more expensive than a shared route). This is unlikely to have an impact as it will be voluntary for parents to sign up.</p> <p><b>Implement a charging scheme to provide home to school travel for young people aged over 18</b></p> <p>There is no statutory requirement for local authorities to provide home to school travel for young people aged under five and aged over 16. The proposal is for a charging scheme to be implemented for those aged over 18. There would be an expectation that parents make a contribution towards the cost of providing the transport. It would be means-tested to ensure that low income families will still be able to access a service without enduring financial hardship. In exceptional cases, school transport may be provided to pupils- this would be done on a case-by-case basis subject to the usual application, assessment and appeal process. This may have an impact on some young people with SEND as they may no longer be eligible to access free transport once they reach 18. However, the SEND Transport service would work with those affected and with local disability groups to identify other potential options that would enable the pupil to continue to access education or vocational schemes.</p>
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## CONSULTATION

### 6. What consultation have you undertaken with stakeholders or critical friends about the key findings? What feedback did you receive as part of the consultation?

#### Consultation on options

The proposals are due to be considered as part of the Schools Budget setting process for financial year 2019/20 to be finalised at Full Council on 26 February 2019. Related consultation and engagement with schools and other stakeholders has been ongoing for more than twelve months, and has taken a range of forms including Schools Forum meetings, consultation meetings, workshops and an online survey with parents and carers and parent carer groups. Most notably these took place in autumn 2017 as part of the 2018/19 budget setting process, in April to July 2018 as part of the SEND Futures programme and development of a "SEND Vision for 2020", and in October and November 2018 as part of the 2019/20 budget setting process.

Most recent stakeholder engagement and consultation include:

Activity	Number of sessions	Timeframe	Number participating
Focus groups in schools	12	January 2019	136

with children and young people			
1:1 interviews with young people over 18	-	January 2019	
Community drop in sessions	3	January 2019	26
Online survey	1	12 December 2018 to 20 January 2019	95

### Summary of main themes arising in feedback

The key themes arising across all our consultation activity are:

- Support for children and young people with special educational needs is a statutory duty and must be funded, rather than cutting services the Council should:
  - lobby central government for adequate funding
  - find resources from elsewhere in the Council's budget/ assets
- More local provision is welcomed, but must be high quality, comparable provision must be established before any reduction in out of borough/ independent placements
- Early intervention recognised as impactful but:
  - it must be adequately resourced
  - It cannot and must not replace statutory support
- Annual reviews are important but must be focussed on children and young people's needs, not driven by a target to reduce provision
- EHCP Coordinators/ SEN Caseworkers need training and support to produce quality documentation and support parents to navigate the process; better retention would be helpful in building relationships
- Achieving for Children and Kingston Council need to regain the trust and confidence of some parents of children and young people with special educational needs
- Children and young people want teachers and professionals to be honest, supportive and work together
- Children and young people want their individual needs and learning styles to be understood and responded to, including appropriate learning environments; a wide range of interesting and fun lessons and leisure opportunities
- Young people want support post 16, work experience and support to prepare for adulthood.

The full and detailed consultation summary of responses will be added to the Achieving for Children Local Offer website when finalised.

### Consultation on the equality assessment

The equality assessment has been shared for comment with the Kingston Council Equalities Lead. Furthermore, it has been reviewed by a number of senior officers in Achieving for Children to ensure it is robust and comprehensive and provides a full picture of the potential impact of these proposals.

## ACTION PLANNING

<b>7. What issues have you identified that require action?</b>			
<i><b>Issue identified</b></i>	<i><b>Planned action</b></i>	<i><b>Lead officer</b></i>	<i><b>Completion Date</b></i>
Maintaining strong relationships between Kingston Council, Achieving for Children and Kingston schools	Achieving for Children will continue to work with the Schools Forum to ensure positive relationships are maintained, even if the proposals are not fully supported by the majority of schools	Director of Finance	Ongoing
Ensuring parents and parent representatives are informed	Achieving for Children will continue to engage with the Parent/ Carer Forum to ensure parents and parent representatives are kept informed of the developments in SEND provision in Kingston.	Achieving for Children Programme Director	Ongoing
Lack of ethnicity data in relation to children and young people with EHCPs	Improve data collection in relation to the ethnicity of children and young people with EHCPs	Head of SEND	Ongoing
Need for greater consideration of intersectionality (children and young people who fit within more than one of the protected characteristic groups)	As part of the Achieving for Children annual equality report, consider intersectionality with regard to children and young people with disability	Head of Strategy and Programmes	April 2019

## MONITORING AND REVIEW

**8. How will the actions identified above be monitored and reviewed and where will the actions be captured i.e. Business Plan, project plan, service and improvement plan, service plan poster or Personal Development Plan?**

The issues above will be monitored as part of the implementation of the Schools Budget process, or in the Achieving for Children annual equalities report as referenced above.

## PUBLISHING THE COMPLETED ANALYSIS

**When completed, the equality assessment should be approved by a member of Achieving for Children Management Team and published on the Achieving for Children website.  
Please provide details below:**

<b>Approved by</b>	Ian Dodds, Managing Director
<b>Date of approval:</b>	January 2019
<b>Date of publication:</b>	TBC