

## HAMPSHIRE COUNTY COUNCIL

### Report

<b>Committee:</b>	Children and Young People Select Committee
<b>Date:</b>	10 November 2021
<b>Title:</b>	Special Educational Needs and Disabilities (SEND) 0-25 update report – SEN performance and joint working
<b>Report From:</b>	Director of Children's Services

Jayne Howarth, SEN Service Manager, Hampshire County Council

**Contact name:** Matthew Powell – Associate Director Isle of Wight and Designated Clinical Officer for SEND

**Tel:** 0370 7793373  
07387 257473

**Email:** [jayne.howarth@hants.gov.uk](mailto:jayne.howarth@hants.gov.uk)  
[matthew.powell7@nhs.net](mailto:matthew.powell7@nhs.net)

#### Purpose of this Report

1. The purpose of this report is to provide an annual update on progress against the Special Educational Needs and Disabilities (SEND) Reforms Implemented in 2014. The Select Committee received the last SEND update report on 28 September 2020.

#### Recommendations

2. For the Children and Young People Select Committee to note the following update.

#### Executive Summary

3. This report covers the updates on:
  - Special Educational Needs (SEN) Service Education Health and Care assessments and reviews.
  - Development of the digital Education, Health and Care (EHC) hub.
  - The work of Hampshire Parent Carer Network.
  - SEN Support and Inclusion within mainstream education settings.
  - SEN out-of-county placements.
  - The SEN Capital Place Planning Strategy (specialist provision).
  - SEND Hampshire Area Preparation for Adulthood work.
  - The work of the Independent Futures Team.

- The role of Designated Clinical Officer and Health Services.
- The First-Tier Tribunal and the Single Route of Redress.
- The Hampshire Local Offer <https://fish.hants.gov.uk/localoffer>;
- The outcome of the SEND Ofsted Care Quality Commission (CQC) Inspection.

### **Background information**

4. The SEND Reforms have been undergoing implementation since September 2014 following the Children and Families Act 2014. This has been a journey for all Local Authorities and in Hampshire the key changes have been:
  - A strengthened focus on parent / carer and children and young people's strategic and individual engagement with all agencies and partners.
  - The introduction of Education, Health and Care Plans (EHC Plans) 0-25 for those with the most complex needs, replacing statements of SEN and Learning Difficulty Assessments.
  - The establishment of a 'SEND Local Offer' and improved impartial information, advice, and support.
  - A strengthened focus on SEN Support and the graduated response particularly around the early identification of needs and how effectively needs are met to improve outcomes for Children and Young People (CYP) with SEN.
  - Increased joint planning and commissioning of services to ensure close co-operation across education, health, and social care 0-25.
  - A strong focus from Year 9 on preparation for adulthood to ensure that young people can live their lives as an adult as independently as possible. A key element here is raising aspirations around employment.
5. A five-year joint Ofsted and Care Quality Commission (CQC) SEND Inspection framework was introduced from May 2016 to assess how well Local Authorities have responded to the new statutory duties. Hampshire was inspected in March 2020 under this inspection framework. The inspection highlighted numerous areas where the Local Authority has been successful in meeting the needs of children and young people with SEND and noted that the Local Authority knows itself well and has robust plans in place to progress and improve our work further. The inspection report can be found in Appendix 1.
6. While the reforms have been welcomed in many ways, they have led to a steady rise in the number of EHC Plans maintained within the Local Authority.
7. Between 1 Sept 2020 – 31 August 2021 there have been 2,190 requests for an EHC Needs Assessment, which is a 7.6% increase on the same period last year. In the first quarter of 2021/22 we have seen a 29% increase in requests, compared to the same period last year.

8. There has also been a rise in the number of plans being maintained. As of 31 August 2021, there were 11,744 EHC Plans being maintained, a 19.7% increase on the same time last year. The growth in EHC Plans across the age ranges is varied, with all age ranges seeing a significant rise in numbers and particular growth for the post 16 age ranges. Overall, since the reforms took effect in 2015 there has been a 135% increase in the number of EHC Plans being maintained.

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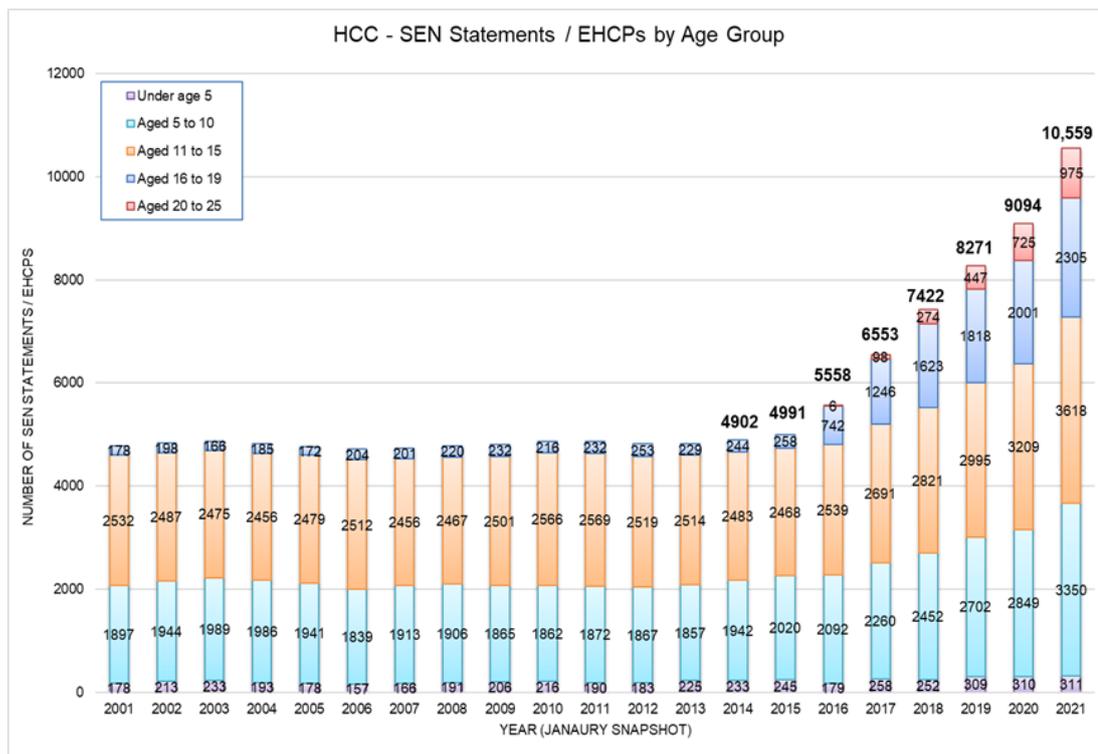
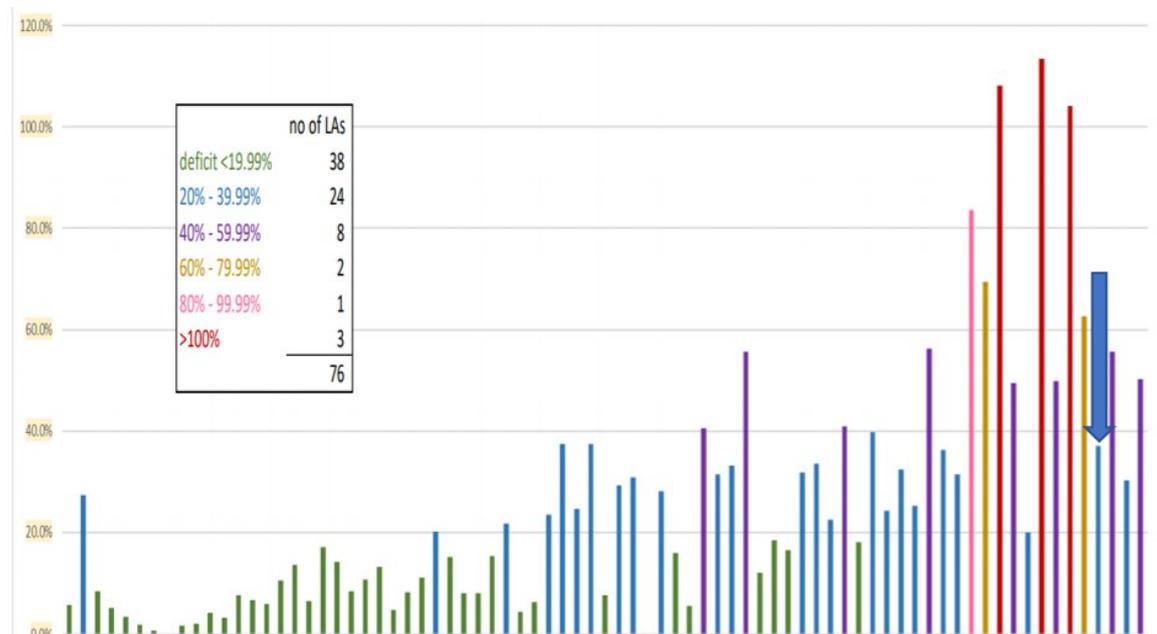


Chart 1: Number of statements/EHC Plans being maintained (as at January 2021 census date) by age group

10. The large increase in post 19 young people reflects the extension of the age range from 19-25 years implemented through the 2014 reforms. This means that we will see an increase in plans as the 19-year-old cohort fully evolves by 2025. Typically, around 90% of this cohort stays in education year on year.
11. The increase in plans places a pressure on the high needs budget which is part of the dedicated schools grant funding provision for pupils with special educational needs and disabilities. The budget for 2020/21 was £126 million but there was an overspend of £15.8 million from the previous year. The overspend not only reflects an overall increase in plans, which includes post 19 young people (which was not additionally funded by the government). The growth reflects the need to place children and young people in the independent non-maintained sector, which is due to the rise of the number of EHC Plans and the increasing rise in requests for specialist placements.
12. The graph below shows the level of High Needs deficits as a proportion of the LAs High Needs Block based on all the LAs that responded to the f40 survey last year. As you can see, Hampshire is (at this point) not an outlier

however we are at the top end of the following group. Just to note, several of the outliers have been subject to DfE intervention regarding the size and management of their High Needs Budget.

13.



#### SEN Service Education Health and Care Assessments and reviews

14. The SEN Service should complete all EHC Needs Assessments within a 20-week timescale. The Hampshire performance for 2020 was 1.6% which was lower than that in 2019 (5.9%). This is an average of the performance over the calendar year. The national average for 2019 was 60.4% and for 2020 the national average was 58.0%.
15. As of the 30th of September 2021, the 20-week performance has increased to 28%, in month, with a projected increase to being in line with the national average by the end of this academic year. The number of cases which are out of time (exceeds the 20 weeks) is dropping month on month and it is anticipated that this will be completely cleared by the middle of 2022. Once the out of time cases have been cleared then the % of cases completed in 20 weeks should significantly increase each month.

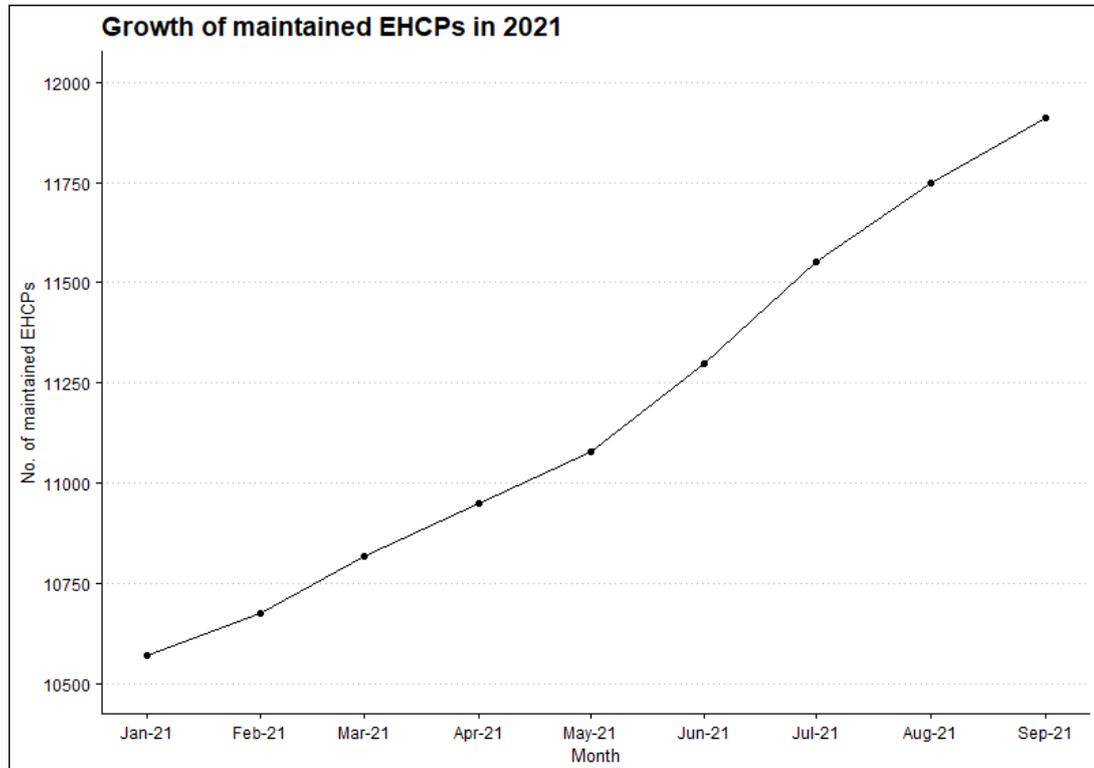
Month	Number of plans issued
Jan-21	99
Feb-21	97
Mar-21	147
Apr-21	124
May-21	126
Jun-21	210
Jul-21	243
Aug-21	220
Sep-21	225

Table 1: Number of EHC Plans issued per month

16. The service is closely monitoring each element of the 20-week process, to ensure that decisions are being made within timescales. First decisions

should be made within 42 days of the request being received, in January 2021 the average days to make this decision was 45 days, by the end of August this was at 35 days and in mid-September this was at 25 days. Second decisions should be made within the first 112 days with the average now falling from 198 days in January 2021 to 162 days in mid-September. Final plans should be issued within 140 days with the average now falling from 334 days to 274 days in mid-September.

17.



*Chart 2: Growth of maintained EHCPs this calendar year*

18. The staffing capacity across the SEN Service has been increased through a £1.6m investment in additional staff to cope with the increased level of assessment work but also to ensure that business as usual work is completed in line with statutory deadlines set out in the Code of Practice. Recruitment has been ongoing, and the team is nearing its full capacity of staffing.
19. The impact of Covid and the need to work from home has had a significant impact on the service. The team has needed to recruit many new members of staff during the 20-month period which has meant much of the training has been undertaken virtually and not face to face, although in recent weeks the service has been moving towards more face-to-face meetings with teams starting to attend the office weekly from mid-September. The impact of the additional staff and the training that they have received is now beginning to show an impact as the figures above show.
20. The increase in requests for specialist placements for children and young people is a concern across the service. Increasingly, mainstream schools are more frequently saying that they are unable to meet needs of pupils, citing concerns with funding, difficulties with recruiting support staff or

specially trained teachers and limited flexibility in their ability to adapt the curriculum or environment.

21. More specialist provision has and is still being developed. Hampshire Children’s Services have instigated two new special schools in Basingstoke (the Austen Academy) and another attached to Samuel Cody in Farnborough. However, it is not possible to build school places at the rate at which EHCPs are increasing, meaning that there is a rise in requests for placements in the independent sector as a high number of pupils have not been able to access a specialist provision in their local community. This means that the service is constantly dealing with high levels of casework, which needs problem solving and often changes in placements.
22. The SEN Service is also required to complete the Phase Transfer process for children in Years -1, 2, 6 and 11 to ensure that the appropriate provision is in place ready for the next stage of their education. The deadline for these to be completed (for Years -1, 2 and 6 is 15 February. 72% of Year 2 reviews and 66% of Year 6 reviews were completed by the deadline. The deadline for Year 11 placements is 31 March, and 15% of the placements had been completed by that deadline. By the end of July 100% of Year 2 reviews, 98% of Year 6 reviews, and 79% of Year 11 reviews were completed. In 2020, the September Guarantee for Hampshire’s SEND (EHCP) cohort in Yr 11 was 97%, in line with Hampshire’s universal cohort performance, itself above nationals (94%) and regional (91%) performance for all young people. The proportion of SEND young people who are NEET (Not in Education or Training) is 6%, below both the regional and national averages of 7%.
23. The DfE will start to monitor the processing of Annual Reviews as part of the SEN2 data collection process from 2022, although the submission of data will not be mandatory until 2023. Therefore, it is a clear priority for the SEN service moving forward to ensure that annual reviews are processed in line with the timeline set out in the Code of Practice.
24. In each section we will summarise our position in a table as follows:

Strengths	<p>A growing workforce, which has a developing skillset.</p> <p>Additional capacity both at management and casework level is already making a difference in the service.</p> <p>Closer working relationships are starting to develop with linked services, schools, and parents due to greater capacity.</p> <p>Virtual meetings aided capacity in the service which has enabled staff to attend more meetings.</p> <p>Moving to being a data driven service with clear targets and expectations for all.</p>
Areas of focus	Recruiting SEND staff until at capacity for budget

	<p>Training gaps to be identified for the SEND service and a training schedule put in place</p> <p>Working with colleagues across education to provide support for children to enable them to remain in their local mainstream school, where appropriate</p> <p>Development of additional specialist provision</p> <p>Continued drive to meet statutory deadlines, including the improvement of the annual review process</p>
What we are doing about it	<p>Rolling programmes of recruitment for key roles and proactive use of agency staff meanwhile</p> <p>Specific focus training to identify gaps in knowledge, embed a full training program between October 21 and March 22.</p> <p>SEN Dashboard is now in place and rolling out to all staff in September. Use of this data at all levels to drive improvement across the service.</p> <p>SEN Digital Hub to be used to process annual reviews starting from 1 October.</p>

### Digital EHC Plan Hub

25. The EHC Hub is a software programme which covers the key elements for the workflow of the statutory SEN processes which include:
- Requesting and carrying-out the statutory education, health, and care (EHC) needs assessment.
  - Drafting and finalising the EHC Plan.
  - Conducting and concluding the EHC Plan Annual Review.
26. In September 2018 Hampshire County Council began processing EHC assessment requests in the EHC Hub. The following services have subsequently been brought onto the hub:
- In February 2019 the County Council brought all Special Education Needs Co-Ordinator (SENCo) onto the EHC Hub, so that they could request EHC needs assessments.
  - In summer 2019 the County Council brought all Educational Psychologists onto the EHC Hub, so that they could provide their advice for EHC needs assessment.
  - In November 2019 Hampshire County Council launched the EHC Hub to families.
  - Bringing Social Care and NHS advice givers into the EHC Hub was interrupted by Covid 19 priorities. With the arrival of the new Assistant SEN Service Manager (Development) starting in March 2021, this work has started afresh with the management team for Disabled Children's Team (DCT) and a discussion with Multi Agency Safeguarding Hub

(MASH)/Children’s Reception Team (RCT) about being the initial point of contact for the EHC needs assessment process. The NHS (paediatricians and therapists) have begun to undergo training on using the Hub to submit their assessment information and it is anticipated that these services will be up and running in the Hub by the end of 2021.

- School contact information is being updated within the EHC Hub between September and October 2021, this will allow the service to begin using the EHC Hub to undertake placement consultations, providing greater administrative efficiencies.

27. To complement the digital EHC hub there is a focus on person centred approaches. This is a requirement within the SEND Code of Practice which sets out how professionals should co-ordinate the development of the EHC plan with parents, children and young people being at the heart of the process from the outset as part of the graduated response in education settings.

28. Strengths	Although at a relatively early stage of development, early indications show that the system is improving the timeliness of the completion of assessments.  All EHC plans are now being produced from the system and in the recent Ofsted/CQC inspection these were noted to be better quality plans.
Areas of focus	Greater embedding of person-centred ways of working across the SEND workforce and greater satisfaction of families about the quality of plans.
What we are doing about it	Providing person centred planning training, including ongoing support, across the workforce.  Monitoring impact over time to triangulate training, person centred working and reductions in requests, complaints, and appeals.

### **Hampshire Parent Carer Network**

29. Hampshire Parent Carer Network (HPCN) is a charitable organisation working throughout Hampshire. Members of the organisation are parents/carers of children and young people with special educational needs and/or disabilities aged 0-25 years, associated professionals, and affiliated groups. The organisation supports and trains parent carer representatives to work alongside the professionals who provide health, education, adult and social services to children and young adults. HPCN representatives sit on many of the groups and boards associated with work within SEND services-across Education, Health and Social Care.

30. HPCN send a newsletter to their membership each month to keep them updated with what the parent / carer forum have been doing and what meetings have been attended. This is in addition to regular social media updates. There is a steering group of 15 parents and carers who support the

parent / carer forum strategically that meets once a month. They are a wide range of parents and carers that have received training on co-production and attend meetings on behalf of the wider voice of parents and carers in Hampshire. As well as the steering group, there are an additional 10 parent representatives who attend strategic meetings but have chosen not to sit on the steering group.

31. HPCN also facilitate 'Meet the SEN Team' meetings three times per term. This has been online, by Zoom, due to covid but now it allows better participation across Hampshire and the sessions are recorded for parents who cannot attend. This gives parents/carers of children and young people with SEND, the opportunity to meet in an informal way with their local SEN Teams, health leaders and other professionals. From these sessions, it was identified that there was a need for a more open session, so we also now run online 'Parent Led Engagement' sessions three times a term alongside Hampshire Special Education Needs & Disability Information Advice and Support Service (SENDIASS) and a SEN Manager. As well as this, HPCN run regular workshops alongside Hampshire SENDIASS on a range of topics such as Annual Reviews and Transitions. Again, they are online to enable the whole county to participate and they are again recorded for those who cannot attend.
32. HPCN also hold 'Get Together' sessions every month covering all areas in Hampshire. During lockdown, these moved to Zoom so they could continue to provide crucial support through the pandemic. Some areas have been temporarily combined and an evening and under 5 sessions have been added, both of which are open to the entire county. Sessions will be online in the current format until at least January 2022, when dependent on Covid they may recommence as face-to-face meetings. These sessions are for parents and carers to come along and meet other parents and carers but also ask for support and feedback on what has been going well and not so well for them. Any feedback is then passed onto the Local Authority. HPCN can signpost families for further support. Hampshire SENDIASS are also present at these meetings and offer support. Future in Mind continues to run and provide vital mental health support, these sessions are also running online temporarily due to Covid.

33.

<p>Strengths</p>	<p>HPCN have not only continued to provide vital support and continued to facilitate participation during lockdown but have expanded the offer with new workshops and sessions.</p> <p>The 'Future in Mind' meetings have been a real success and key support as mental health services reach unseen pressures. At these sessions parents and carers of children and young people who are on the waiting list for a service or intervention from CAMHS are invited to join each month, with regular talks on subjects such as Anxiety, self-harm, ASD/ADHD pathway.</p> <p>Get Togethers have also continued to be a huge support to families in unprecedented times. Although they offer support, they also offer HPCN access to local families and an opportunity to ask their key issues and feed these back to the LA.</p> <p>HPCN, feel they support and empower parents and carers with knowledge and resilience so they can get the best outcomes for their children and young people.</p>
<p>Areas of focus</p>	<p>HPCN want to increase their reach in harder to reach areas such as ethnic minority families or where English is the second language. It has been hard to engage in some areas of Hampshire, namely the New Forest and Havant areas.</p> <p>HPCN have a large piece of work with CAMHS starting in Autumn.</p> <p>HPCN would like to boost the Get Together numbers and reach more families</p> <p>HPCN would like to focus on improving the communication with all parents to advise what work they have been doing.</p>
<p>What we are doing about it</p>	<p>HPCN have a new group of parent representatives purely for the CAMHS work.</p> <p>HPCN are working towards improving their presence in harder-to-reach areas, although this has been challenging during covid.</p> <p>HPCN are continually seeking new ways to make parents aware of the network and growing the membership.</p>

## **SEN Support and Inclusion within mainstream education settings**

34. The SEND Code of Practice is clear in its expectation of services to meet need at two defined 'levels' along the SEND pathway; firstly, SEN Support and secondly, with an EHCP (Education, Health and Care Plan). The latter is for those children and young people whose needs are more significant and often longer term, requiring intervention at a deeper and often more complex level. For most children and young people with SEND, however, additionality and/or adjustments to provision at the SEN Support level can be sufficient to meet their needs very effectively.
35. Provision and outcomes at the level of SEN Support is a priority identified by the Local Authority. There is recognition, supported by data, that provision at the level of SEN Support needs strengthening, to secure consistently strong attainment and broader outcomes relative to the national picture for this group of children and young people. Additionally, stronger, and more effective provision at an earlier stage on the SEND pathway can and should reduce the need for an EHCP for some children and young people and therefore manage demand down.
36. All local authorities are required to have guidance relating to ordinarily available provision, which is a term that applies to SEN Support. Following extensive stakeholder engagement including school leaders and staff, children and young people, parents/carers, and a range of professionals, the SEN Support Guidance for Schools has undergone a significant revision. The new document was shared widely in February 2021 and has been very positively received by a range of stakeholders. The document can be found here: <https://documents.hants.gov.uk/childrens-services/HIAS/SEN-Support-Guidance-for-Schools.pdf>
37. A SEN Support Strategy which identifies various workstreams through which the local authority intends to strengthen provision at this level has been shared widely and is now in the implementation phase. Whilst the new guidance is a powerful tool to underpin improvements, it is only part of the wider strategy. The drive moving forward is fundamentally to influence practice in the classroom and inclusive cultures across education settings. All maintained schools receive an annual one-day visit from HIAS (Hampshire Inspection and Advisory Service). In the academic year 2021-22, SEN Support will be a key area of focus, whereby current provision, and ways to promote further developments and improvements will be explored.
38. A comprehensive professional learning programme is available through HIAS and wider teams such as HIEP (Hampshire and Isle of Wight Education Psychology) and STAS (Specialist Teacher Advisor Service), to raise the profile of SEN Support and strengthen the skills and knowledge of school leaders and their staff. This includes development opportunities targeted at teachers in the early stages of their careers, SENCOs (special educational needs co-ordinators), new and experienced headteachers, and governors. We are also liaising with local teacher training providers to

influence thinking and deepen knowledge as part of the learning towards gaining a teaching qualification.

39. For settings catering for children and young people who are pre and post school age, similar guidance and strategies are being developed to align to those of the school sector, so there is consistency and continuity through the age ranges.

40. Strengths	<p>A clear focus on SEN Support through the work of the Education and Inclusion Branch and across education settings of all ages.</p> <p>Revised SEN Support Guidance which has received very positive feedback both internally from a range of stakeholders and externally; this can underpin practice moving forward.</p> <p>A clear strategy to implement our intentions and achieve our goals.</p>
Areas of focus	<p>Reaching and influencing all settings and frontline practitioners across a large and complex education system; there are over 10,000 teachers alone that we wish to reach, plus support staff.</p> <p>Realising, embedding, and sustaining changes in both practice and culture across multiple settings.</p>
What we are doing about it	<p>Delivery of the strategy.</p> <p>Working in close partnership with education settings and using existing strong, professional relationships to influence the system.</p> <p>Working positively with parent/carer forums to ensure stakeholder partnership and influence continues, with a shared aim.</p>

### SEN Out-County Placements

41. As of September 2021, there were 645 children and young people with SEN placed in independent/non-maintained schools (INMSS) or independent specialist colleges. This was 572 at the same point last year, which is a 13% increase. Many placements are made on a residential basis because of home school distance and all the children and young people concerned have an EHC Plan.
42. The total annual cost 2020/21 to the High Needs Funding Block for the out-county placements was £37.1 million (this includes the SEN funded element of placements joint funded with health and social care). This is £6.77 million more than the annual costs for 2019/20.

43. The total number of children and young people in independent non maintained out-county placements and the average cost of these placements are at the highest levels to date.
44. Independent placements can be very effective and lead to positive outcomes for the child/young person through specialist provision which might not be available through local maintained special provision. However, educating children away from their local community can lead to the fracturing of the child/young person's support networks and the monitoring through annual reviews can be more difficult.
45. Since October 2017, SEN staff have been tasked specifically to attend annual reviews for children and young people educated in independent placements, focusing specifically on Year 9 and above. The aim was to ensure improved transition planning for young people in independent placements and, where it was clearly in the interests of the child/young person, to bring them back to Hampshire provision.
46. In 2017/18 (academic year) 118 annual reviews were attended. There were 46 students identified, where it was in their best interests to cease their education placement, or move to a more cost-effective in-house placement, resulting in a cost avoidance of £2.2m in 2018/19 (academic year). In 2018/19 (academic year), a further 180 annual reviews were attended, and 60 placements were amended as a result. The gross cost avoidance is estimated to be approximately £2m and it is assumed that this work will continue each year. Whilst the number of young people placed in INMSS continues to be high, this is being offset by the work to bring back young people whose needs are better met in their local community.

47. Strengths	Attending annual reviews to bring young people back into their local community.
Areas of focus	To utilise the additional staffing resource made available to the SEN Service to continue attendance at annual reviews in independent provisions from Year 9 onwards where expectations regarding the long-term plan for the young person are clarified with a view to the out of county placement ceasing and that a properly planned transition plan is in place for when the young person moves into adulthood. Negotiate with out of county providers in respect of more cost-effective placements, for example through block purchasing arrangements.
What we are doing about it	The SEN Service has increased the number of caseworkers with the additional staffing resource enabling improved attendance at annual reviews at out of county placements in partnership with the Independent Futures Team (IFT) in Adult Health and Care Services. A specific workstream is in place to explore and negotiate with independent providers with the intention of securing more cost-effective placements, along with other areas of discretionary spend.

## **SEN Capital Place Planning Strategy (specialist provision)**

48. As part of the statutory duty to ensure sufficiency of school places, including special school places, a comprehensive analysis of school places and forecast numbers has been undertaken. Forecasting for the growth in demand for specialist provision is complex; appropriately incorporating recent trends in EHC Plan assessments, changes in needs of pupils and how they are best met by an evolving service.
49. The total number of maintained SEND places available in specialist and resourced provision in Hampshire, at the end of the last academic year, 2020/21, is 76 places in maintained nurseries and an additional 90 hours per Early Learning Group, of which there are 3 (this figure doesn't include special schools that take children from 2 years old); 1745 primary places; 2040 secondary places and 936 places in colleges. For colleges students, these range from foundation level (in small bespoke classes) to Level 3 students. This figure doesn't include pupils, aged 16-19, in our maintained schools.
50. The Department for Education (DfE) allocated Hampshire £6.4m SEND capital grant for three years (2017-2020) and a further £6.8m was allocated in March 2021. Plans for this funding were initially published in March 2018 and updated annually and include a range of projects to increase specialist school places across the County at both primary and secondary level.
51. Hampshire's first Free Special School, Austen Academy, opened in April 2021. This is a 125-place school in Basingstoke for pupils with Autism Spectrum Disorders (ASD) and social/communication difficulties, with Catch 22 being the approved sponsor. Hampshire has also committed £13.5m for a 90-place co-educational provision for pupils aged 10-16 years with Social, Emotional and Mental Health Needs at Samuel Cody School in Farnborough, which is due to open in September 2022.
52. Specialist places currently being developed are as follows:

<b>Provision</b>	<b>By when</b>	<b>Number of places</b>
Special Schools	2021/22	112
	2022/23	128 minimum
Resource Provisions	2021/22	42 minimum
	2022/23	29 minimum
INMSS	2021 - 2023	130

53. This work will help strengthen our provision offer for the growing number of children with EHC Plans in our local area.

54.	Strengths	Countywide data available on projected growth and therefore strategic planning possible regarding specialist places.
	Areas of focus	To understand the uncertainties in our forecasting model and intelligently apply the daily experience of the SEN service and schools to ensure our forward strategy is responsive to evolving pressures.
	What we are doing about it	Analysing projected growth data against actual data and building in flexibility to adjust agreed place numbers (APN) to reflect need.  Joining sufficiency requirements with overall SEN strategy.

### SEND Hampshire Area Preparation for Adulthood

55. It is our ambition to ensure that all young people have the aspiration, opportunity, and support to live fulfilling and independent lives, placing a clear emphasis on a strong education and training offer that provides a pathway to future employment. Applying a person-centred, strength-based approach, young people with SEND in Hampshire can – and do - access a broad range of services and provisions that support their successful transition to adulthood. We are making good progress against the following preparation for adulthood themes.
56. **Employment** - We have developed a county wide, joined up and high performing employability offer for SEND young people which focuses on maximising progression into sustained and paid employment. ‘All our Talents’ is the name given to the Hampshire SEND employability plan. It has been developed following direct consultation with young people and reflects what they told us was important to them to lead a fulfilling life. The underlining premise of the plan is that accessing employment (‘a good job’) supports strong outcomes across all four elements of the PfA framework – independent living, good health and wellbeing, and community inclusion.
57. As part of the All our Talents action plan, four SEND Employability Hubs became operational in Autumn 2020. Designed around a strong employment pathway, and premised on employer engagement, the first four hubs are in Eastleigh, Basingstoke, Farnborough, and Alton. Eighty places were made available from September 2020, and 55 learners started. This is regarded as a strong start in the context of the global pandemic and the impact it has had – and continues to have – on employer-based work placements, a core aspect of the offer. Nonetheless, strong economic recovery has given us the confidence to extend the programme and a further four hubs will open in Autumn 2021 – Gosport, Brockenhurst, Totton, and Andover. A supported

employment provider, Ways into Work, has been appointed to support the pilot including employer engagement and Tutor professional development.

58. **Independent Living** – The primary enabler of independent living for young people with SEND is to secure paid employment (a ‘good job’). In addition to the employment hubs the offer includes (but is not limited to):
- Embedded support of life skills within post 16 provision.
  - Person-centred travel training, supporting individuals to access and use public transport, included to access work-placements and employment.
  - Care Leaving team’s PROJECT-I initiative, supporting individuals to explore and address practical barriers that is preventing their transition to independence.
  - Independent Futures key workers attached to each schools/college to support transition to independent living.
59. From Autumn 2022, we will also be opening to four new Independence Hubs in FE colleges (post 16 resource provision). Each Hub will support the needs of young people with complex needs, helping them develop independence skills within the communities where they will live and work. the provision will be an alternative to high-cost independent placements, and the network will be extended to six or eight Hubs by 2025, funding allowing. Each Hub will provide up to 40 places across five-year groups each.
60. **Community Inclusion** – Young people with SEND have the same aspiration as their peers. Again, in the context of supporting them to develop the skills, knowledge, and experiences to live fulfilling and independent lives, we work with a range of organisations to ensure they the same opportunities and experiences as everyone else.
61. **Health and Well Being** – The offer in Hampshire is broad against this theme and includes (but is not limited to):
- Hampshire Child Adolescent Mental Health Service (CAMHS) outreach services and Fit-Fest, a festival-style event for children, young people, parents, and professionals.
  - NHS ‘ready, steady, go’ programme
  - No Limits - targeted emotional health and wellbeing courses, Inc. culture/knife crime, cyber safety, child sexual exploitation and drug/alcohol misuse. LGBTQ+ children and young people will be able to access Breakout Youth.

62. Strengths	<p>Established a strong employability pathway, post 16, for young people with SEND.</p> <p>Significant expansion of the young adult Extra Care supported living accommodation. This has facilitated an increase in supported living placements from x 45 in 2017 to x 91 in 2019. Further development ongoing.</p>
Areas of focus	<p>Further development of post 16 and post 19 data to inform strategic commissioning</p> <p>Clarity of the Post 19 offer, which includes identifying any gaps in provision locally to ensure any development aids keeping more children local.</p>
What we are doing about it	<p>The 'All our Talents' plans will -</p> <p>Eight Employability Hubs operational by Autumn 2021 (200 places) – additional from Autumn 2022</p> <p>Direct HCC delivery (Hampshire Achieves) Supported Internship programme – with plan for a county-wide Supported Apprenticeship offer from 2022 (part funded by the HCC levy transfer)</p> <p>Four Independence Hub (post 16 recourse provision) opening from Autumn 2022 offering 40 places each (Years 12- 16) - additional by 2025</p>

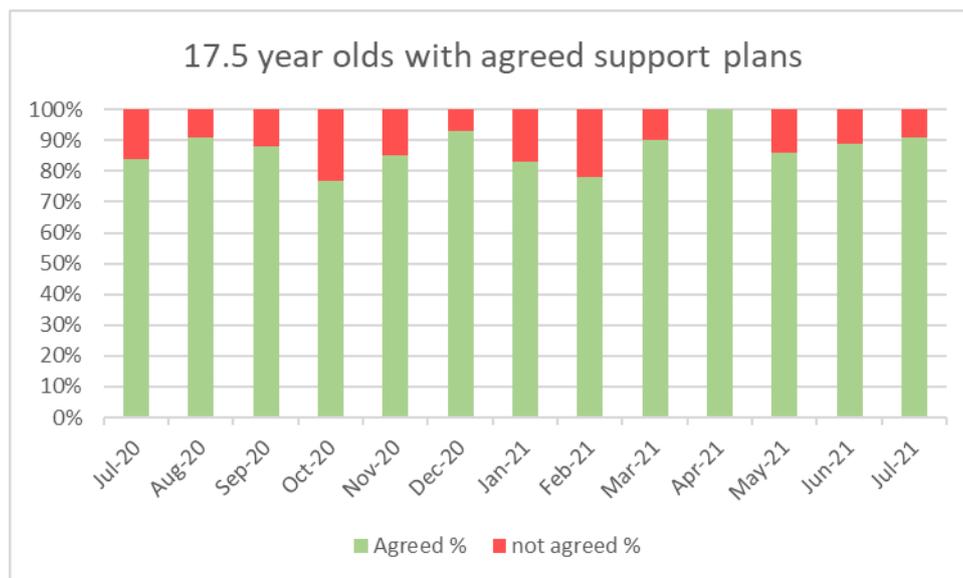
**Independent Futures Team (IFT)**

- 63. Adult Social Care provide statutory services to young adults aged 18 – 25. The Independent Futures Team (IFT) support young people and their families who are transitioning to adulthood. Adult Social Care and IFT are responsible for assessing Care Act Eligibility, providing Support plans for those who are eligible and supporting them to transition from Children’s to Adult Services. Adult Social Care and IFT provide signposting, information, and advice to those who do not meet eligibility criteria, both through face-to-face meetings and online advice and information service through our dedicated websites Connect to Support Hampshire and The Local Offer.
- 64. The IFT work with people from age 14 depending on need until they are 25 or settled. Settled is defined as a young person who has a support plan which has been in place for at least three months and that the person is not in residential educational and will not need alternative accommodation in the next 12 months.
- 65. Hampshire Adult Social Care operates a Hampshire first policy, to ensure that young people maintain links with their networks and communities. This includes a focus on reduction of young people being educated out of county and on ensuring young people are supported to return to their local communities when education has ceased.
- 66. The Covid-19 pandemic has affected both the young people IFT work with and the capacity within the team. As with all areas of adult social care

following a reduction in demand during 2020, IFT has seen a significant increase in demand for placements during the first part of 2021. This has been caused by increased pressure on family units, caused in part by the closure of services and increased time spent at home. Additionally, there has been a significant increase of young people with severe mental health needs transitioning to adults' services. For the same reasons, there have also been increased incidents of placement breakdowns for those in 24-hour care. Along with other departments in Adults Health and Care resource was reallocated from IFT to pandemic response work in the early part of 2020.

67. A strategic decision was taken during quarter 2 of 2020/21 to prioritise the transition team, ensuring capacity was protected from Covid response work. The previous HCC SEND CYP select committee report, identified a key area of focus to consistently meet IFT's key performance indicator, 85% 17.5 years olds known to the service to have an agreed support plan in place for when they turn 18. As a result of the early strategic decision to prioritise this work, this KPI has been achieved for 8 months of the last 13 months, and every month in this financial year.

68.



69.	Strengths	<p>Strong joined up work between the Clinical Commissioning Group and Hampshire County Council for young people. This ensures that those children with the most complex needs benefit from a holistic approach receiving timely support from the agency with the right expertise.</p> <p>Consistently ensuring most 17.5 years olds have a support plan in place for when they turn 18.</p>
	Areas of focus	<p>Developing effective care pathways for young people with significant mental health needs, to transition to adult services.</p> <p>Improved working relationships with education providers to ensure social care and education input is aligned. This will support sustained skill attainment for young people when they transition out of education.</p>
	What we are doing about it	<p>HCC's adult mental health service is delivering in reach support to the IFT, to mentor the team and support the specialist mental health worker. The mental health team is working directly with young people earlier, where needs are complex. A strategic board is being established to oversee this work.</p> <p>Developing the role of link workers with schools in the private and public sector. Building into practise more and extended face to face and observation visits in settings by Social Workers.</p>

### **Role of the Designated Clinical Officer and Health Services**

70. The Clinical Commissioning Groups (CCGs) and the Local Authority (LA) are committed to joining up services where possible, reducing duplication of effort, and improving the experiences of children and young people with SEND.
71. The five CCGs appointed a Designated Clinical Officer (DCO) in November 2019, following a period of no DCO. The post holder is also the Associate Director for SEND. Following the Ofsted/CQC inspection on the Isle of Wight, the capacity of the DCO role has been increased to include a part time Deputy DCO and a SEND Programme Manager.
72. The role of the DCO is a core leadership position within the Directorate Strategy and Partnerships and carries significant responsibility for the delivery of the position portfolio. The areas of responsibility currently include the following:
  - Fulfil the Designated Clinical Officer function across the two local areas Quality assure the health element of Education, Health & Care Plans (EHC Plans)

- Work with community paediatricians, providers, and the Council to ensure statutory timeframes are adhered to
  - Ensure that health providers are commensurate with their duties in early identification of SEND
  - Manage the interface between the NHS and the council so that there is a timely response for Tribunals requests and attend court as directed to represent the CCGs
  - Develop and maintain the Self Evaluation framework and commensurate improvement plans and ensure compliance for Ofsted / CQC inspections
  - Support the delivery of S117 care plans and Care Education Treatment Reviews
  - Lead for Transforming Care Partnership
  - Lead on the Procurement of Integrated Therapies
  - Lead on the Joint Commissioning Boards of the Hampshire and Isle of Wight Councils
  - Ensure local placed based commissioning activity is delivered within designated Integrated Care Partnership area.
73. The NHS 10-year plan supports the development of closer working relationships between health and social care and between service providers. The establishment of Integrated Care Systems enables us to deliver our vision of joint working quicker with the leadership of services operating closer together at local delivery system levels. The NHS 10-year plan also re-enforces the ambition of services operating across the 0-25 age range, removing the challenging transition stage at 18, where many traditional services ended.
74. Across all our services there are opportunities for improving the way we deliver our services. The CCGs are keen to strengthen our partnership working with the LA and have been working on several system transformation programmes:
- Aligned procurement programme between health, social care, and education colleagues, we have been re-designing how services are commissioned, such as Health Visiting, School Nursing, immunisation and vaccinations, therapies, and parenting.
  - Health and Social Care are transforming the way we provide Children's Continuing Care Services, integrating the workforce, improving decision making and governance processes and joint funding of packages of care.

75. The NHS 10-year plan provides us with an opportunity to continue our transformation programme and focus on those children who are most vulnerable:
- Children with Learning Disabilities and Autism
  - Children with Eating Disorders
  - Children with Mental Health conditions
76. Covid had minimal impact upon the delivery of the NHS10-year plan and the Maternity and Child Health (MACH) team as they swiftly moved to working wholly in an online manner. The DCO team continued to deliver a full service and worked with partner agencies to ensure all children with EHCP's were able to access education, including rolling out mask-fit training for education staff performing Aerosol Generating Procedures for children with tracheostomies etc. We have successfully re-procured our Autism diagnostic service and are now working on re-procuring our Therapies service with partner agencies and providers. We have also propitiously bid for NHS England funding to support autism projects in schools to better support pupils showing traits of Autism and are currently in process of submitting a further NHS England bid for children with Learning Difficulties to increase their access to annual health checks.

77.	Strengths	<p>Multi Agency Resource and Special Education Needs Panel in place and jointly attended by NHS and Local Authority</p> <p>Joint Hampshire and Isle of Wight Local Transformation Plan - priorities of the plan are governed and delivered through joint strategic priorities (Emotional Wellbeing and Mental Health Strategy for Children and Young People in Hampshire 2019-22).</p> <p>The County Council Primary Behaviour Service is jointly commissioned with Hampshire CCGs to identify and support children with distressed behaviour and neurodevelopmental presentations</p>
	Areas of focus	<p>Improve support for emotionally vulnerable children – Mental Health Support Workers</p> <p>Re-procure our autism diagnostic service with an emphasis on reducing waiting times. Further enhancing our service by increasing our pre and post diagnostic offer and removing barriers to accessing services.</p>
	What we are doing about it	<p>Strengthening our approach to improving waiting times for CAMHS through working closely with our main provider and looking at innovative solutions such as the use of technology.</p>

## **First-Tier Tribunal and the Single Route of Redress: Two-year national trial and implications for Health and Social Care**

78. Parents and young people can bring appeals to SENDIST under the Children and Families Act 2014.
79. The SEND Regulations enable the Tribunal to make non-binding recommendations about health and social care needs or provision as part of an appeal by a parent or young person relating to:
- a decision by the LA not to issue an EHC plan
  - a decision by the LA not to carry out a re-assessment for a child/young person who has an EHC plan
  - a decision by the LA not to amend an EHC plan following a review or reassessment
  - a decision by the LA to cease to maintain an EHC plan
  - the description of the child/young person's special educational needs in an EHC plan
  - the special educational provision specified in an EHC plan
  - the school or other educational institution named in an EHC plan
80. On 20 July 2021, the Department for Education (DfE) confirmed the extended powers given to the SEND Tribunal to hear appeals and make non-binding recommendations about health and social care aspects of Education, Health and Care (EHC) plans, provided those appeals also included education elements, will continue. The decision was taken following the conclusion of the independent evaluation of the National Trial.
81. These appeals will be known as 'Extended Appeals'. The independent evaluation considered the impact of the trial on value for money on the public purse; the experiences and outcomes of families; and impacts on Local Authorities (LAs) and Clinical Commissioning Groups (CCGs)
82. The policy aims of the extended powers remain as they were throughout the National Trial, i.e., to:
- create a more holistic, person-centred view of the child or young person's needs at the Tribunal
  - bring appeal rights in line with the wider remit of EHC plans
  - to encourage joint working between education, health, and social care commissioners and to bring about positive benefits to children, young people, and parents
83. The Tribunal continued to operate throughout the COVID-19 pandemic. Hearings were moved to video or telephone hearings, or (if parties' consent) on the papers. There was an increased availability from the Judiciary to attend hearings due to not having to travel to a physical court. Feedback from parties, LA's and settings indicated that attending a hearing from their own

home or a school setting was far less daunting. For now, hearings will remain as remote hearings and there is an anticipation of a transition period for hybrid hearings.

- 84. As a result of the Tribunal continuing to operate there was no delay to hearings due to Judicial availability /capacity.
- 85. The Number of Appeals Registered in 2020 was 188. To date in 2021 there are 161 registered appeals. In September 2021 the appeal rate is up 7.5% on the previous year. As the SEND team make more decisions, more rights of Appeal are issued to parents.

86. Strengths	Several appeals are being withdrawn by the parent ahead of first response indicating that caseworkers are working with families to come to an early resolution in an Appeal.
Areas of focus	<p>Ensuring that all staff within the SEND team and wider support family (Social care, CCG etc) have a thorough understanding and ability to apply the legislation found in the Children and Families Act(CfA) 2014 in their work accurately, alongside other legislation such as the Children Act 1989. This ensures processes are followed, decision making is robust, and less challenge brought at SENDIST, JR or otherwise.</p> <p>Systems and processes within each service need to be brought in closer alignment to aid decision making and communication.</p>
What we are doing about it	Supporting colleagues in education and social care with their duties in relation to the Extended Powers. Initial training is being delivered by the legal team in September and additional training materials and resources will be made available during the Autumn of 2021

### **Hampshire Local Offer**

- 87. The Hampshire Local Offer provides information and advice about services and support available across education, health and social care for children and young people with special educational needs and/or disabilities (0-25) and their families. It is a statutory local authority responsibility.
- 88. Part of the Contact and Engagement Manager role is to ensure that the content is up-to-date, accessible and meets the needs of families, children, and young people. A key part of this work is to undertake quality assurance of the website, and this is through a peer review process with other local authorities.

89.	Strengths	<p>The breadth and depth of content on the Hampshire Local Offer, providing a central source of information from across Children’s Services and our partner organisations, with newly refreshed information on Health and Short Breaks.</p> <p>Engaged Steering Group driving improvements to the Local Offer, comprising of staff from across HCC, partner organisations, parents, and a young person.</p> <p>An established feedback mechanism, whereby feedback from users is received, acted upon, and used to identify gaps or concerns. Feedback is transparent through the Local Offer Annual Report and new information page on the Offer.</p> <p>Accessible information through filter options / search results.</p> <p>Categories and sections of the Local Offer were originally chosen by parents and young people through co-production to highlight the key areas of support they wanted to see.</p>
	Areas of focus	<p>Re-building networks and re-establishing co-productive groups with partners, parents/carers and young people that have been harder to maintain during the COVID-19 pandemic. These groups can then be utilised when making changes and improvements.</p> <p>Establishing a clearer customer journey through the pages, including mapping out pathways of support, to ensure parents and young people can easily find the resources or services they need. Improving accessibility of the pages, particularly for use on mobile devices.</p> <p>Review and development of content on the Local Offer – ensure directory is up to date and that there is useful information available for parents and young people.</p> <p>Continuing to raise awareness and build trust in the Local Offer following a decrease in web hits during the period of the COVID-19 pandemic.</p> <p>Ensuring continued buy-in from HCC teams and partners and ownership over their information for the Local Offer.</p> <p>Bring the governance and administration of the Local Offer and FISH into line with the wider Children’s Services Contact and Engagement Strategy.</p>

<p>What we are doing about it</p>	<p>Undertaking an in-depth review and revamp of the Local Offer pages with teams across HCC, partner organisations, parents, and young people. This will include in-person focus groups and virtual engagement. The overall outcomes from the revamp will include:</p> <ul style="list-style-type: none"> <li>• a review of all content from all services</li> <li>• enhancing the customer journey through the webpages so parents and young people can easily find the key information to them</li> <li>• overhaul of the layout, look and feel of the pages to enhance navigation and usability.</li> <li>• Increasing accessibility, including better use on mobile devices.</li> </ul> <p>Supporting Hampshire schools and settings in reviewing and publishing details about their inclusive offer and their SEN Information Reports, whilst continuing to promote self-service.</p> <p>Seeking approval to establish a dedicated social media presence on Facebook and Instagram for our Offer in Hampshire to promote services for families and young people, as well as the pages themselves.</p> <p>Creating a new matrix management process for the Local Offer, so that the administration of the pages is resourced appropriately across the Children’s Services department.</p> <p>Ensuring teams across the Council and are partners are aware of what information they hold on the Local Offer so it can be kept up to date.</p> <p>Improving monitoring data around the Local Offer and setting clear KPIs.</p>
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### **SEND Ofsted CQC Inspection**

90. The Hampshire local area was inspected under the joint Ofsted and CQC SEND Inspection framework in March 2020. The outcome of the inspection was that the Local Area was not required to produce a Written Statement of Action. This is a significant achievement as most Local Authorities have received the requirement to produce a Written Statement of Action.
91. The inspection involved services from education, health, and care across a wide variety of agencies including the local authority and the NHS. The five-day inspection took the form of various meetings with professionals, parents/carers and children and young people. In addition, a range of documents were submitted to the inspection team including the self-evaluation summary.
92. Following the successful inspection, the Local Area received a final report in the form of a letter which detailed the strengths of the local area and areas for development. The table below highlights the key points. A post-inspection

action plan is being developed based on the areas for development and input from all those who took part in the inspection, including parents and carers. This will be monitored through the Lead Officers group and the SEND Board will have overall accountability for the plan.

93.	<p>Strengths</p>	<p>Leaders are highly ambitious for children and young people with SEND in Hampshire to succeed. Both leaders and practitioners are passionate about improving the lived experience for children and young people with SEND and their families.</p> <p>Hampshire is an area that knows itself well. Leaders have honestly and accurately identified where improvements are needed and know what they need to do.</p> <p>Professionals work together effectively in the early years to identify young children's needs.</p> <p>There are many examples of strong collaborative working between professionals to support schools and settings to successfully include children and young people with SEND.</p> <p>Positive work is under way to prepare young people for adulthood. There are many strong examples of support for young people to promote employability. Leaders have well considered plans in place to broaden this work and promote wider preparation for adulthood outcomes.</p> <p>Overall children and young people with SEND achieve well in Hampshire.</p>
	<p>Areas of focus</p>	<p>Communication between parents, schools and services need to improve. Ensure that parents are aware of changes made and that they can see the good work that is going on.</p> <p>Improve co-production with parents/carers and children and young people. Although some good examples, it is not consistent and needs to improve in schools too.</p> <p>The number of children and young people with complex needs is continuing to increase. Therefore, it is important that the capacity of the DCO team is subject to regular review to ensure that it can cope with increasing demand.</p> <p>The timeliness and quality of EHC Plans needs to improve and plans are in place for this, but the improvements have not yet embedded.</p> <p>Improve the Local Offer so parents/carers know that it exists and can find the information they require more readily.</p> <p>Produce and deliver on the Joint Commissioning Strategy.</p>

	<p>Children and young people receiving SEN support do not achieve as well as the same group of children nationally in key stages 2 and 4.</p> <p>Some children and young people still waiting too long for neuro developmental assessments.</p>
What we are doing about it	Action plan has been drafted from the identified areas for development. This is being monitored through the Lead Officers group and the SEND Board will have overall accountability for the plan.

94. The DfE and Ofsted are currently drafting a new Local Area Inspection Framework which is due out for consultation. Hampshire will ensure it contributes to the feedback request and once the final framework is published the Self Evaluation Form and Action plan will be updated to reflect the Local Authority's strengths and areas for improvement.

### **Consultation and Equalities**

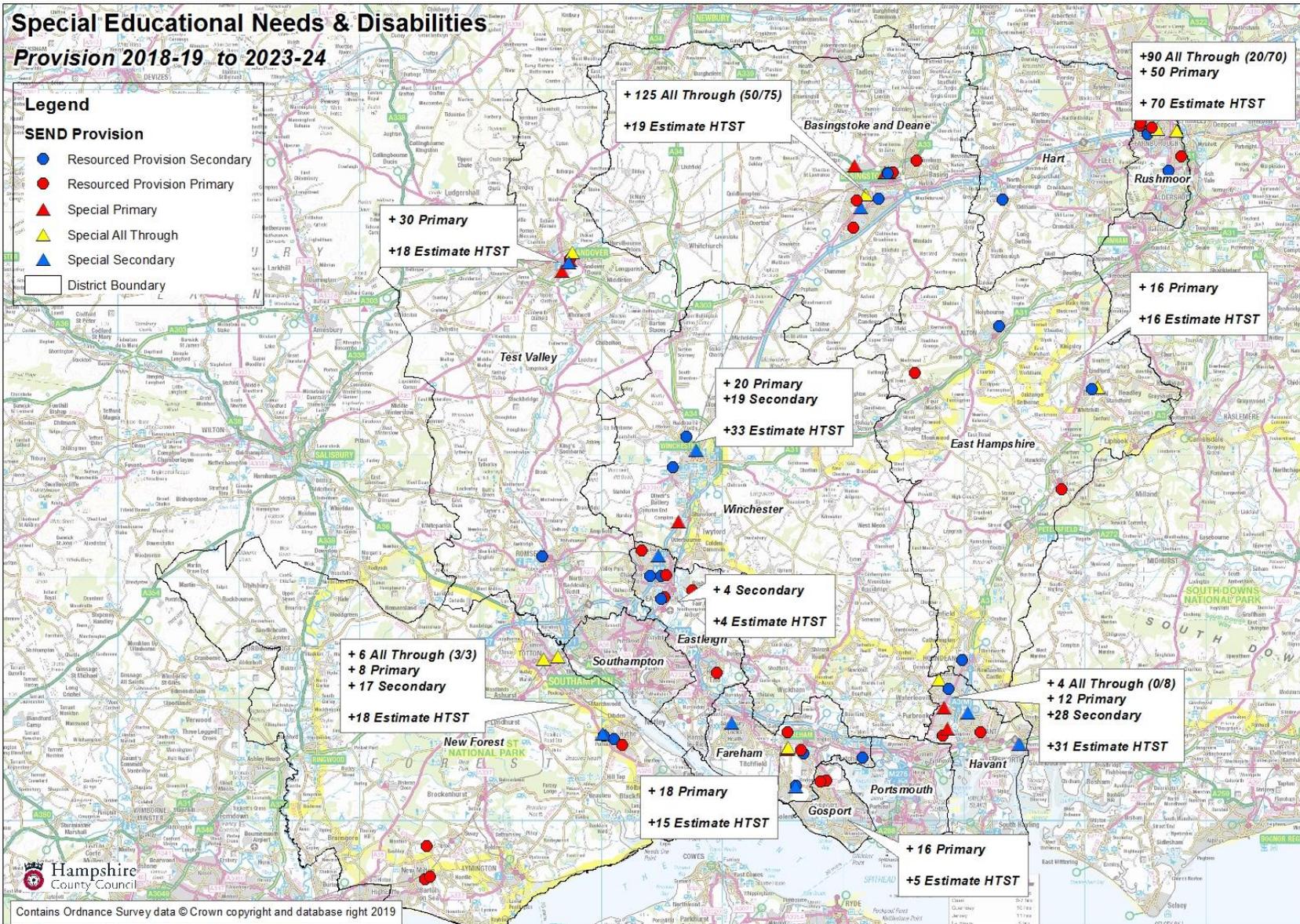
95. No consultation or equalities impact assessments have been undertaken as this is an information update.

### **Conclusions**

96. There has been good progress with the continued embedding of the SEND Reforms across the Hampshire area which was recognised during the Ofsted/CQC inspection in March 2020. As evidenced in this report, there is more work to do particularly with regards to the timeliness of EHCPs but good progress is being made. There is also more development required across education, health, and social care services to ensure that all services are delivering the requirements of the Code of Practice. This work aims to further improve how needs are met and outcomes improved for children and young people with SEND 0-25 in Hampshire.

**Appendix One – [Local Area SEND Ofsted Inspection Final Report](#)**

## Appendix Two - Special Educational Needs & Disabilities Provision 2018-19 to 2023-24



**REQUIRED CORPORATE AND LEGAL INFORMATION:**

**Links to the Strategic Plan**

<b>Hampshire maintains strong and sustainable economic growth and prosperity:</b>	No
<b>People in Hampshire live safe, healthy, and independent lives:</b>	Yes
<b>People in Hampshire enjoy a rich and diverse environment:</b>	No
<b>People in Hampshire enjoy being part of strong, inclusive communities:</b>	Yes

**Other Significant Links**

<b>Links to previous Member decisions:</b>	
<u>Title</u> SEND Reforms Implementation	<u>Date</u> 16 Sept 2015
Hampshire SEND Reforms Implementation Programme (Ofsted and CQC feedback)	25 May 2016
Special Educational Needs and Disabilities (SEND) Reforms Hampshire area post implementation update	8 Nov 2017
<b>Direct links to specific legislation or Government Directives</b>	
<u>Title</u> Children and Families Act [Part 3 SEND] 2014 <a href="http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted">http://www.legislation.gov.uk/ukpga/2014/6/contents/enacted</a>	<u>Date</u> September 2014
Statutory Guidance: SEND Code of Practice 0-25 <a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/398815/SEND_Code_of_Practice_January_2015.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/398815/SEND Code of Practice January 2015.pdf</a>	January 2015
Local area SEND inspection framework (Ofsted and CQC) <a href="https://www.gov.uk/government/publications/local-area-send-inspection-framework">https://www.gov.uk/government/publications/local-area-send-inspection-framework</a>	April 2016

<b>Section 100 D - Local Government Act 1972 - background documents</b>	
<p>The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)</p>	
<u>Document</u>	<u>Location</u>
None	

## **EQUALITIES IMPACT ASSESSMENT:**

### **1. Equality Duty**

The County Council has a duty under Section 149 of the Equality Act 2010 ('the Act') to have due regard in the exercise of its functions to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited by or under the Act with regard to the protected characteristics as set out in section 4 of the Act (age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, and sexual orientation).
- Advance equality of opportunity between persons who share a relevant protected characteristic within section 149(7) of the Act (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, and sexual orientation) and those who do not share it.
- Foster good relations between persons who share a relevant protected characteristic within section 149(7) of the Act (see above) and persons who do not share it.

Due regard in this context involves having due regard in particular to:

- The need to remove or minimise disadvantages suffered by persons sharing a relevant protected characteristic that are connected to that characteristic.
- Take steps to meet the needs of persons sharing a relevant protected characteristic that are different from the needs of persons who do not share it.
- Encourage persons sharing a relevant protected characteristic to participate in public life or in any other activity in which participation by such persons is disproportionately low.

### **2. Equalities Impact Assessment:**

This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified.

### **3. Impact on Crime and Disorder:**

This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified

### **4. Climate Change:**

This report is an information update for the Children and Young People Select Committee and therefore no impact has been identified