

Torbay Safety Valve agreement – School Forum 22nd June 2023

Torbay Council Safety Valve Summary Update Report Quarter One 2023/2024

Date Submitted:	16 th June 2023
Data date:	30 th April 2023
Section 151 officer signature:	
Director of Children's Services signature:	
Linked document:	Safety Valve Agreement DSG Management Plan

This is the first progress report since the agreement of the Safety Valve in March 2023. The report sets out the progress made against each of the conditions of the grant, an overview of the budget position at the close of the financial year in April 2023 and the trajectory of the budget. The report also includes data that demonstrates the impact of our work to date.

There is a good level of confidence that the work being implemented in Torbay is delivering the reform programme needed and setting the conditions for future and sustained change. Local scrutiny of performance remains considerable, the work of the safety valve continues to be overseen by the CEO through the executive transformation board and reviewed/driven by School Forum Browse meetings - Schools Forum (torbay.gov.uk). The interdependencies between the Safety Valve and Written Statement of Action for SEND and the implementation of our Family Hubs are understood, and further challenge is provided by the SEND Strategic Board and monitoring meetings. The Safety Valve is part of the new elected members induction and scheduled for review at Overview and Scrutiny.

Overall progress of our work to date can be seen in two key performance indicators.

Number of Education Health and Care Plans

For this first time since the introduction of the SEN Code, EHCP numbers have reduced within the local area. The numbers of EHCP's are aligned to our DSG Management plan and Safety Valve agreement. The work conducted since the start of the academic year has brought about a reduction in the number of plans from a peak of 1673 in August 2022 to the position of 1568 in April 2023. This number is on track to continue to reduce as 32 ceases in progress have also been identified but not yet included within the figures.

	Jan-23	Feb-23	Mar-23	Apr-23	
EHCPs Start of Month	1612	1593	1590	1569	
New Plans Issued	16	10	17	13	
Transfers In	2	2	3	1	
Reinstated via Tribunal	0	0	0	0	
EHCPS IN SUBTOTAL	18	12	20	14	
Ceased Plans	32	11	29	15	
Moved Out	3	4	12	0	
Made Inactive Deceased	2	0	0	0	
EHCPs OUT SUBTOTAL	37	15	41	15	
EHCPs Month To Date	1593	1590	1569	1568	

Financial outturn position as at April 2023

The DSG budget outturn position reported at School Forum in April 2023 is aligned to the DSG management plan. The work to reduce spend ensured that the year-end outturn was aligned to the £2.7million overspend budget set within our plan.

Budget Heading	Budget	Final Actuals	Over / (Under) Spend			
Early Years 2, 3 & 4 yr old payments – PVI's & Academies	£6.089m	£5.893m	(£196k)			
Estimated adjustment from ESFA for changes in Early Ye Jan 22 and Jan 23 pupil counts	ears pupil numbe	rs between	£166k			
Early Years – ALFEY £295k £284k						
Early Years - Pupil Premium & Disability Access Fund	£160k	£117k	(£43k)			
Early Years – 5% retained element	£347k	£295k	(£52k)			
Joint Funded Placements	£450k	£326k	(£124k)			
Recovery of funding from schools for Excluded Pupils, Medical Tuition Service and Elective Home Education	(£175k)	(£185k)	(£10k)			
Outstanding items relating to 19/20 & 20/21			£130k			
Independent Special School Fees	£3.562m	£3.543m	(£19k)			
Other packages for EHCP pupils and SEND personal budgets	£1.512m	£1.495m	(£17k)			
Payments to / recoupment from other authorities for Special School places	(£125k)	£34k	£159k			
Medical Tuition Service / Virtual School / Hospital Tuition / Vulnerable Students Team	£1.587m	£1.548m	(£39k)			
School contingencies (Planned pupil growth, NQT induction etc)	£128k	£116k	(£12k)			
EHCP in-year adjustments (see separate paper for details)	£550k	£703k	£153k			
Special Schools / High Needs in-year adjustments (see separate paper for details)	£400k	£536k	£136k			
School Intervention / Commissioning (includes School Improvement Grant)	£121k	£64k	(£57k)			
Business Support	£201k	£167k	(£34k)			
Senior Management, Admissions, EAL / Travellers, SACRE	£321k	£298k	(£23k)			
Visually impaired / Hearing impaired / Advisory Teachers	£198k	£123k	(£75k)			
Deficit DSG budget set for 22/23	(£2.7m)		£2.7m			
Total - Forecast Outturn Position 22/23			£2.732m			

It is noted that whilst considerable progress has been made, we continue to strive for greater pace of impact with aspects such as joint health funding.

Progress Update Reports for Each Agreement Condition

Agreement Condition	Assurance Level					
3.1 Maintain existing special school numbers through increasing parental confidence and	Q1	Q2	Q3	Q4		

provision within		
mainstream		
settings		

Special School numbers continue to be maintained at our agreed commissioned levels. The following chart details our commissioned placements against our position in April 2023.

Special Schools	Commissioned Number	As at 15 th April 2023
Combe Pafford	265	271 (6 over, paying only the element 3 funding)
Mayfield	263	264
Brunel	56	55
Burton	55	54
Preston ASC ERP	16	16
Barton S&L ERP	10	10
St Margaret's Academy HI ERP	8	4
Brixham ASC ERP	22	22
The Spires HI ERP	8	2
The Spires ASC ERP	16	15
Paignton STEPS ERP	12	11
TOTAL	731	724

Our previous trajectory of growth within specialist provisions would have indicated that our unmitigated actions would have resulted in 42 additional placements within specialist provision by April 2023.

Our Special School budget was aligned to our budget setting process including our built in contingency. This is the first time that we have delivered our special schools places in line with the budget, historically we would have commissioned additional places at approximately £300k per year.

Requests for specialist placements are higher at points of transition with parents historically feeling that needs could only be met within the specialist sector. To mitigate this a number of parent events were planned and have been hosted, these will now become part of an annual cycle of activity and support. The SEND Service alongside Secondary SENDCOs hosted a parent evening to explain provision available within secondary schools, this was attended by 68 parents. Secondary placement allocation demonstrated that schools showed a greater level of understanding in their consultation responses and made expected reasonable adjustments in their decision making. This resulted in the number of directions to schools and appeals reduced. This will also be seen in a reduction of Element 3 funding on entry to secondary compared to

previous years in September 2023. A Primary Dispelling the Myths session was also hosted with 14 parents attending.

As a local area partnership, we are robustly applying thresholds and ensuring consistency in our decision making to ensure that specialist placement and EHCP's are issued in line with assessed need. As a result, we have seen an increase in the number of Tribunals and Appeals.

Registered cases by calendar year	2018	2019	2020	2021	2022	2023
Tribunals	6	9	7	9	17	11
Mediations	2	0	6	2	19	17

Tribunals and appeals have increased significantly since our November 2021 inspection. It is evidence that where Tribunal and Appeal is deemed necessary that pathways are understood. Torbay have been successful in two Tribunals on refusal to issue, based on our assessment process. We are using both formal mediation and global mediation to manage demand and management of specialist provision numbers.

Agreement Condition	Assurance	Level		
3.2 Create a culture change in Special	Q1	Q2	Q3	Q4
Educational Needs and Disabilities (SEND) services, driving forward inclusive practice and workforce development				

The SEND Strategy for Torbay has been re-written. The SEND Strategy <u>SEND Local Area Strategy Appendix 1.pdf</u> (torbay.gov.uk) has been co-produced directly with families and young people and demonstrates the change that is required within the lived experience of our service users. The SEND Strategy is the guiding document for change and has been widely consulted upon, drawing in action from across the local area to ensure that it delivers the change needed both now and in the future. The SEND Strategy has been reviewed by Childrens Overview and Scrutiny and presented to Cabinet for approval on the 13th of June 2023.

In line with the ambition of the SEND Strategy we have also co-produced a new way of working pledge, the pledge sets out the behaviours and principles that children want to see from the interactions they have with professionals. The SEND Pledge can be found at Our pledge - Torbay Council

Workforce development is a key component to change, to drive inclusive practice we have:-

- Hosted four SENDCO networks since September 2023
- Provided DFE Annual Review Training
- Commissioned NASEN training for schools
- Sourced AET training for Secondary providers, dates booked for all schools to receive training between July to December 2023
- Facilitated an OFSTED event for Torbay Schools with a focus on SEND

- Hosted two Headteacher meetings with schools from Islington and Cornwall sharing their inclusive practice journey
- Provided Governor training on preventing exclusions and suspensions

Agreement Condition	Assurance	Assurance Level					
3.3. Reform Torbay's graduated response and address multi-agency contributions to Education Health and Care Plans (EHCPs);	Q1	Q2	Q3	Q4			

Torbay Graduated Response has been re-written and co-produced with parents/carers, schools and multi-agency partners. Following a period of significant consultation and piloting the launch of the graduated response has been brought forward from September to June 2023. The new graduated response can be found at <u>Graduated Response - Torbay Council</u>. Significant work continues to take place with School Leader and SENDCO's to improve their understanding of ordinarily available provision.

The work to ensure that there is a consistent understanding of the graduated response will take time to embed and as such the Requests for Statutory assessments continue to be higher than we would like at this point of our improvement journey. However, not all requests for statutory assessment result in a plan being issued. Through rigorous processes and ensuring consistency of the offer against our graduated response the refusal rate continues to be high demonstrating our challenge and robust decision making back to the system.

RSA requests	2019	2020	2021	2022	2023
	319	206	309	345	120 (January to April year to date)

Refusal Rates	2019	2020	2021	2022	Jan 23	Feb 23	Mar 23	Apr 23
	97/316 (31%)	51/206 (25%)	89/309 (29%)	119/340 (35%)	41%	29%	50%	19% (Easter Break less referrals)

- For April 2023 there has been an RSA refusal rate decrease of 31, from the 50% in March.
- Historically in 2021 the total number of requests for statutory assessment was 309, compared to the 345 requests received in 2022.
- Average RSAs for the first half of 2022 was 35.6 per month. For the second half of 2022 the average per month is 21.6.
- We are working to meet our required WSOA target of 20 RSA's per month
- Patterns and trends show we have a higher proportion of Early Years at specific points of
 the year, because of the intake in reception. However, we still see highest number from
 school, although this is showing signs of reducing, and parental requests, with Early Years
 being a smaller proportion. In response to this we have put in a Dispelling the Myths event
 for Primary school entry and also four events on 'What to do if my Child has SEND?'

Source	2017	2018	2019	2020	2021	2022	2023
Early Years Setting	12%	10%	16%	15%	15%	16%	18%
Parental request	20%	25%	26%	22%	23%	28%	24%
School	63%	62%	54%	59%	59%	52%	52%
Student Request	5%	3%	4%	3%	3%	3%	6%
Grand Total	100%	100%	100%	100%	100%	100%	100%

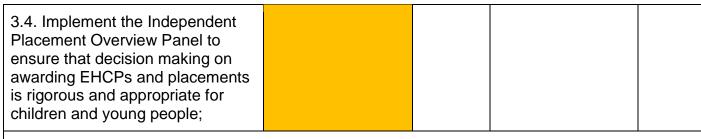
As part of our improvement work, we are tackling the quality of advice and information to inform decision making and provision within an EHCP and the review and monitoring of information. The Quality of Education Health and Care Plans remains too variable. A Quality Assurance process is in place within the Torbay Learning Academy with two SEND Auditors conducting the reviews and implementation of associated actions plans. The SEND Board including all multi agency partners have agreed the mechanisms for receiving and taking forward learning across the system. The data below demonstrates the current timeliness of appendix returns from all agencies.

We are also challenging the financial contributions from our health partners. The level of health funding to support our children has not been forthcoming this continues to be tracked by the Local Authority. The work with Health partners to ensure that a budget and process is created continues to be escalated and is understood at a strategic level, The Chief Nurse, ICB Board and NHS Commissioner are all engaged in the conversations. Despite the escalations there is no identified budget within the ICB to contribute. This is considered a key strategic risk.

	April 2023	Year to date
Health Advice	61%	53%
Social Care Advice	81%	86%
Education Psychology	62%	48%
Finals on time as %	50%	50%

The overall performance for April 2023 has improved but remains a concern and is being monitored consistently through the SEND Board.

Agreement Condition	Assurance Level			
	Q1	Q2	Q3	Q4



The number of young people in specialist independent placements remains low and consistent with our plan. As demonstrated by our financial position at the end of April 2023.

At the end of April we had 39 children who attend an independent specialist placement, this is a decrease from 47 children in the previous academic year. This demonstrates the impact of our rigorous processes and our direct work with families and providers to meet needs differently.

	April 2021	April 2022	April 2023
Number of Independent Specialist Placements	47	40	39

The outturn position of our independent placements at the end of the financial year was £18k below the target budget. For bespoke packages we were £17k below the target budget at the end of the year.

Rigorous processes are in place to ensure that plans are not issued where needs can be met through the effective implementation of the graduated response. To drive forward this change 'Next Steps' meetings have been implemented with schools, parents and SEND caseworkers meeting to discuss the rationale for the decision and agreeing a plan that can be delivered under SEN (K). Within this academic year 67 next steps meetings have been hosted. Our tracking of data shows that only 5 plans have been issued for this cohort to date. 16 are currently going through the assessment process following the next steps meeting however, this may not result in a plan being issued. This process is also building confidence between the parent and school whilst also providing a learning opportunity for schools to become further aware of the expectations of the graduated response toolkit.

Agreement Condition	Assurance	Level		
3.5. Build confidence within the parental	Q1	Q2	Q3	Q4
community on the level of provision that can be provided within special schools and enhanced resource bases;				

The level of confidence that parents have within the offer of special schools continues to be strong. This is demonstrated through the high number of requests that are received each year for consideration of a special school placement. The ability of our special schools to meet needs and maintain parental confidence is supporting us to manage the requests for independent specialist placements and meet need within local provision.

The continued focus on the development of the enhanced resource bases within mainstream education has enabled parental confidence to be maintained. Enhanced resource provisions for Autism remain well regarded by parents. Further work has taken place with The Steps provision to ensure that the staffing structure and curriculum offer further meets needs, this has enhanced the confidence of both the young people and parents. Additional work has been conducted to ensure that children needs are further matched to the resource base to promote a positive outcome.

As parents are demonstrating confidence in the special school offers, we are using special school outreach to promote the development of shared approaches for children into other provisions including mainstream.

Our focus has widened to building parental confidence in the SEND system across all provisions. We are working directly with SEND Family Voice Torbay, our parent carer forum, to co-produce and design information and forums which support the sharing of information and provide opportunities to explore myths and overcome concerns. To date the following events have taken place for parents and carers:

- Dispelling the Myths about Secondary School for SEND
- Torbay SEND Virtual Drop in (January, March)
- Preparing for Adulthood
- Torbay SEND Graduated Response Cognition and Learning Needs
- Torbay SEND Graduated Response Physical and Sensory Needs
- Torbay SEND Graduated Response Social, Emotional and Mental Health
- Torbay SEND Graduated Response Neurodiversity Needs
- Torbay SEND Graduated Response Speech, Language and Communication Needs
- QA on the mental capacity act and lasting power of attorney
- · What to do if your child or young person has SEND
- Dispelling the Myths about mainstream primary school

In addition, we are also working with Send Family Voice Torbay to co-produce and deliver an accredited Autism Education Trust Leadership Programme to all Torbay secondary schools. This is led by parents and 100% of Torbay schools have signed up to receive this training (July to Nov 2023). The design of this programme will enable greater parental and school collaboration and build further confidence.

Agreement Condition	Assurance Level			
3.6. Implement a Transitions Panel to ensure timely and effective post-16 planning from an earlier	Q1	Q2	Q3	Q4

age, including targeted employment and education support, and cessation of Post-16 EHCPs where needs		
have been met;		

Torbay has a transitions panel in place that considers children from the age of 14 years. The TOR are included as an attachment.

A process is now in place within the Council for young people with SEND to gain meaningful work experience opportunities. This is being co-ordinated through our HR teams with young people accessing work either for a week or a longer period of time to gain experience. Internal work on reviewing apprenticeship opportunities and prioritising care experienced and/or SEND young people is in place.

Significant work has been undertaken with South Devon College (the single FE provider for Torbay). This work includes: -

- Bringing forward annual reviews for young people to review the effectiveness and impact of provision
- Review of the funding attached to existing plans and the step down of bespoke learner packages when not required.
- Agreement to pilot a new method of Element 3 allocation
- Greater challenge and oversight of consults and decision ma/king regarding the entry of learners.

As a result of our direct work, we have increased the ceasing activity to celebrate the achievements of young people and reduce the EHCP's in line with assessed need. The following data demonstrates the plans that have been ceased/made inactive.

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Year Total
2019	15	10	24	4	6	19	24	47	51	32	6	7	245
2020	19	15	17	5	9	6	4	3	9	47	10	13	157
2021	6	13	6	5	10	9	8	15	33	4	16	8	133
2022	7	6	23	11	15	5	21	7	28	17	47	45	232
2023	37	15	41	16	-	-	-	-	-	-	-	-	109

- Comparing the first four months, year on year; there has been a 132% increase in cessation.
- Made inactive plans have increased by 65% from 2021 to 2022.
- A further 32 are currently ceasing in progress.
- A significant 74% increase in ceasing plans, from the period of 2021 to 2022
- 2 cared for pupil's EHC plans have been ceased, as their outcomes were achieved, and another pupil secured paid employment
- 8 care experienced pupil's EHC plans have been ceased, for reasons including employment/outcomes achieved/no longer wishes to engage in education

The table below illustrates that targeted ceasing activity is taking place in the age categories.

AGE GROUPS	Ceased/Made Inactive	Ceasing in Prog Total
Age 0-4	0	0
Age 5-10	12	6
Age 11-15	16	8
Age 16-19	74	10
Age 20-25	17	8
Total number of EHCPs by Age Group	119	32

April year to date (as at 30/04/2023) there have been 119 EHC plans made inactive and with a further 32 that are ceasing in progress.

In 2022 there has been a significant increase from 2020/2021 in the number of plans ceased in the 16-25 category because of the robust Safety Valve work and monitoring of and reengagement of those young people that are NEET. In the next quarter there will be an increase in the ceasing of EHCP's pre 16 where outcomes of those children/young people have been met.

Our Sector Led Improvement Partner Islington is currently mapping our post 16 pathways to further support our commissioning arrangements within this phase, from this mapping a detailed action plan will be created to ensure that we can make changes to our commissioning and further reduce the costs of bespoke provision.

Early work within the post 16 phase has brought about savings of £148K at the end of the financial year.

Agreement Condition	Assurance	Level		
3.7. Develop an early years outreach team as	Q1	Q2	Q3	Q4
part of the Family Hub, to deliver stronger inclusive practice and early intervention;				

Detailed work has been conducted on the ASQ3 data and the outcomes being achieved by children at age 2-3 in Speech Language and Communication. The data at this stage demonstrates that the majority of children are reaching their developmental milestones, leading to no additional support or intervention being provided.

The data on entry to school for the same group and the requests for statutory assessment for SLCN does not match the profile of needs being seen within our SEND population. This work continues to be analysed in depth to form our response to early intervention and pathways of support to improve outcomes without the escalation to an EHCP.

Every new RSA for a child under 5 and every Educational Psychology report will include this data to ensure comparative data and feedback of anomalies.

In parallel, the family hubs will deliver the below interventions for pre-schoolers identified as having a Speech Language and Communication Need prior to a Speech and Language Therapy referral or for children who are on a Speech and Language Therapy waiting list. In both instances, children will be reassessed and removed from the waiting list, remain on the waiting list or referred for Speech and Language Therapy and continue to receive support and intervention.

1. Colleagues in the hub are trained to deliver targeted, evidence-based interventions via outreach to parents of 3–4-year-olds who would benefit most (for example, children from disadvantaged backgrounds or with additional needs).

- 2. Parents of preschoolers can access Home Learning programmes through speech and language therapists, health visitors, midwives, early years practitioners, voluntary, community and faith sector organisations and other relevant organisations or professionals.
- Families are identified that would benefit from evidence-based interventions and connected to the offer.
- Staff across the hub use evidence-based early language assessment tools (such as the early language identification measure) to ensure families are connected with the best interventions to address their needs.

Agreement Condition	Assurance Leve	I		
3.8. Implement the co-	Q1	Q2	Q3	Q4
produced new graduated response for Social Emotional and Mental Health (SEMH), led by the commissioner for mental health services, working with early help and education provisions.				

The Graduated Response for Social and Emotional Mental Health has been re-written and launched. <u>Graduated Response - Torbay Council.</u> The commissioner for mental health services led the task and finish group including a session with parents and carers. Work across the local area for mental health and well-being remains a key priority and a mental health and well-being group including all stakeholders, the voluntary and community sector and public health has been stood up to take this forward. This is at the earliest stages but provides the infrastructure needed to make change.

Better co-ordination between the SEND service and Early Help has resulted in requests for statutory assessment being considered through an early help process with the consent of parents. Schools are being supported to further understand the early identification of SEMH and work with the early help pathways to improve outcomes without the need for an EHCP. Equally children at risk of exclusion as a result of dysregulation are being supported through additional multi agency meeting, supporting the de-escalation into an EHCP.

Current numbers of EHCP's for Social Emotional Mental Health

					DSG
					Management
					Plan Target
	Jan 23	Feb 23	Mar 23	Apr 23	End of 22/23
SEMH	430	418	405	398	455

Since our targeted work on ceasing, we have reviewed and ceased 87 plans with the primary area of need of SEMH through celebrating achieved outcomes and meeting needs through a more progressive response.

Our sector led improvement partner Islington have hosted an event for shared learning, Headteachers and SENDCO's were given the opportunity to share practice on how to meet needs through a relational and trauma informed school approach. In addition, a school in Cornwall who has reduced the number of exclusions and required EHCP's hosted an event for Torbay leaders as part of our cultural change.

Emerging risks:

- The current rate of pace in addressing the gap in Health Funding is a significant risk and although there are strategic discussions this has not led to an agreed resolution.
- The SENDIASS service provides a vital link between parents and our local SEND system, often working to support meeting needs at the earliest point rather than escalation. The current contract is out for tender however, the health contribution being provided will not meet the demands or requirements of the service.
- The reduction in funding to schools through the rigorous process of issuing and reviewing
 plans will lead to a deficit position for many schools at the time of increased costs. This
 limits the ability of some schools to provide services that could result in greater escalation,
 this requires careful monitoring and support.
- The continued extensive lengthy waiting times for SALT, OT, Autism, CAHMS services
 continues to mean that children and young people do not have up to date assessments to
 best inform planning around their needs. This can lead to escalation from schools that are
 trying to meet need in isolation.
- New unfunded attendance duties will have an impact on the number of children and young people that are identified with unmet needs. Early work indicates that this could have an impact on SEMH and Section 19 requests which could create additional pressures within the higher needs budget.

Any support required:

- Continued work with Islington our Sector Led Improvement Partner and support to ensure this continues beyond September 2023.
- Region's Group Involvement on the culture change needed within schools.

Summary of Appendices

- School Forum Minutes <u>Browse meetings Schools Forum (torbay.gov.uk)</u>
- SEND Strategy <u>SEND Local Area Strategy Appendix 1.pdf (torbay.gov.uk)</u>
- SEND Pledge Our pledge Torbay Council
- Graduated Response Torbay Council
- TOR Transitions Panel 28.03.22.docx

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