



**Skills &
Participation**

All Our Talents: Hampshire's SEND Employability Action Plan

February 2020



Hampshire
County Council



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1. Introduction

This paper sets out Hampshire County Council's current work and future plans for young people aged 16-24 with special educational needs or disabilities (SEND). It is the Council's ambition to ensure that all young people have the aspiration, opportunity and support to help them to live fulfilling and independent lives. The local authority and its partners are committed to improving outcomes for children and young people with SEND, by encouraging them to have high ambitions and placing a clear emphasis on an education and training offer that supports progression to employment.

Working with reference to the Preparation for Adulthood (PfA) framework we will develop **a county wide, joined up and high performing employability offer for SEND young people which focusses on maximising progression into sustained employment.** We will do this by developing a strategy and action plan with the dual aims of improving outcomes for the SEND cohort and enabling a more cohesive approach to targeting resources that delivers better value for money.

2. Policy drivers

The Special Educational Needs and Disability (SEND) reforms made to the Children's Act 2014 provide the context for this work. These reforms aim to raise aspirations for young people with SEND and ensure that they are fully supported to develop and achieve their ambitions. To enable this to happen, often complex and fragmented support systems need to become simpler and better co-ordinated, with a common emphasis on achieving positive outcomes, better meeting the needs of families and maximising the use of resources to secure better value for money.

In order to deliver this, the previous Statement of Special Educational Needs process was replaced with an Education, Health and Care Plan (EHCP), providing a more integrated and needs based approach across education and health services and extending eligibility to young people from birth to age 25.

Hampshire County Council fully supports the ambition that all young people with SEND, including those with more complex needs, should be supported to develop the skills and gain the qualifications and experience they need to succeed in their careers. The great majority of children and young people with SEND can find work, be supported to live independently, and participate in their community. This aspiration will be clearly communicated to young people, their parents, carers, providers and support agencies. EHCP reviews at Year 9, and every subsequent review, will include a clear focus on preparing for adulthood and employment.

In September 2019 the National Audit Office (NAO) published a report assessing how well pupils with SEND are being supported. It concluded that many local

areas are not supporting young people with SEND as effectively as they should be and significant areas of weakness were found in half of the local areas inspected. It also took account of concerns from stakeholders, parents and carers about the effectiveness of the support children received and heard evidence about the impact of shortcomings in support.

The scale of the challenge is significant. Between 2014 and 2019, the number of children and young people in England with EHCPs increased by 16.8% to 270,800, (3.1% of the total cohort). It estimated that the DfE spent £9.4B on supporting pupils with SEND in 2018-19. This is alongside a real term reduction of 2.6% in per pupil funding for high needs learners between 2013/14 and 2018/19 and in 2017/18 over 80% of local authorities overspent their high needs budget.

The report also concluded that government had not made adequate provision to cover the costs of implementing the SEND reform programme.

The report made a series of recommendations including:

- Making an evidence-based assessment of how much it would cost to provide the system for supporting pupils with SEND created by the 2014 reforms.
- Setting quantified goals and success measures for 2020-21 onwards, including metrics relating to preparing young people for adulthood.
- Reviewing the incentives in the funding arrangements and the accountability system and make changes that encourages and supports mainstream schools to be more inclusive in admitting, retaining and meeting the needs of pupils with SEND.

Hampshire's approach to meeting the needs of 16-24 year olds with SEND is aiming to reflect these recommendations. Our ambition is to secure high-quality provision and better outcomes for young people and create a sustainable and financially robust delivery model which ensures value for money, incentivises providers and effectively holds them to account.

3. Work to date

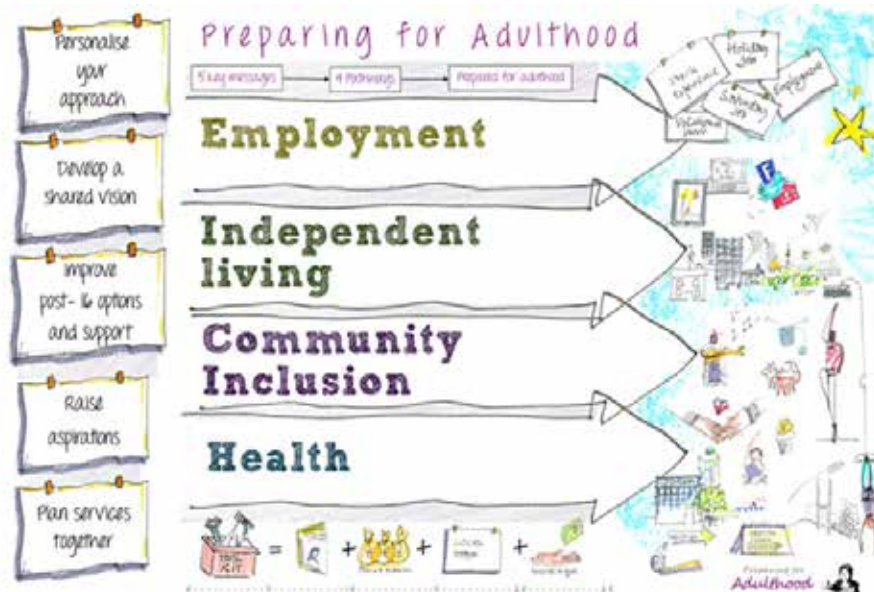
As part of the SEND reform agenda, the County Council established a multi-agency post 16 strategy and action plan working group in 2017, with representatives from across education, health and care, including further education colleges, secondary special schools and parents/carers.

In March 2017 a consultation exercise was undertaken by this group to explore current provision, identify gaps and establish future priorities. This included a specific workshop where young people had the opportunity to give their views.

This process confirmed the importance of ensuring that services are centred around the needs of children and young people and are fully focused on what is important to them as they prepare for adulthood. It also highlighted that good quality employment opportunities are at the centre of their aspirations. Children and young people with SEND have the same ambitions as their peers; they want to be able to live healthy and independent lives, and they recognise the importance of employment as key to these aspirations.

Whilst recognising that there will always be a cohort of young people who will not be able to access employment, our clear ambition is to enable as many young people as possible to access opportunities to develop their skills and progress into appropriate employment.

Hampshire will adopt the principles of The Preparing for Adulthood framework (PFA) which is delivered by the National Development Team for inclusion (NDTi) and endorsed by the DfE. This sets out four pathways for successful transition to adulthood: Employment, Independent Living, Community Inclusion and Health. The key focus of our approach will be to ensure all young people are able to prepare for and engage in employment, as the underpinning principle of the PFA framework programme.



4. The current post 16 SEND landscape in Hampshire

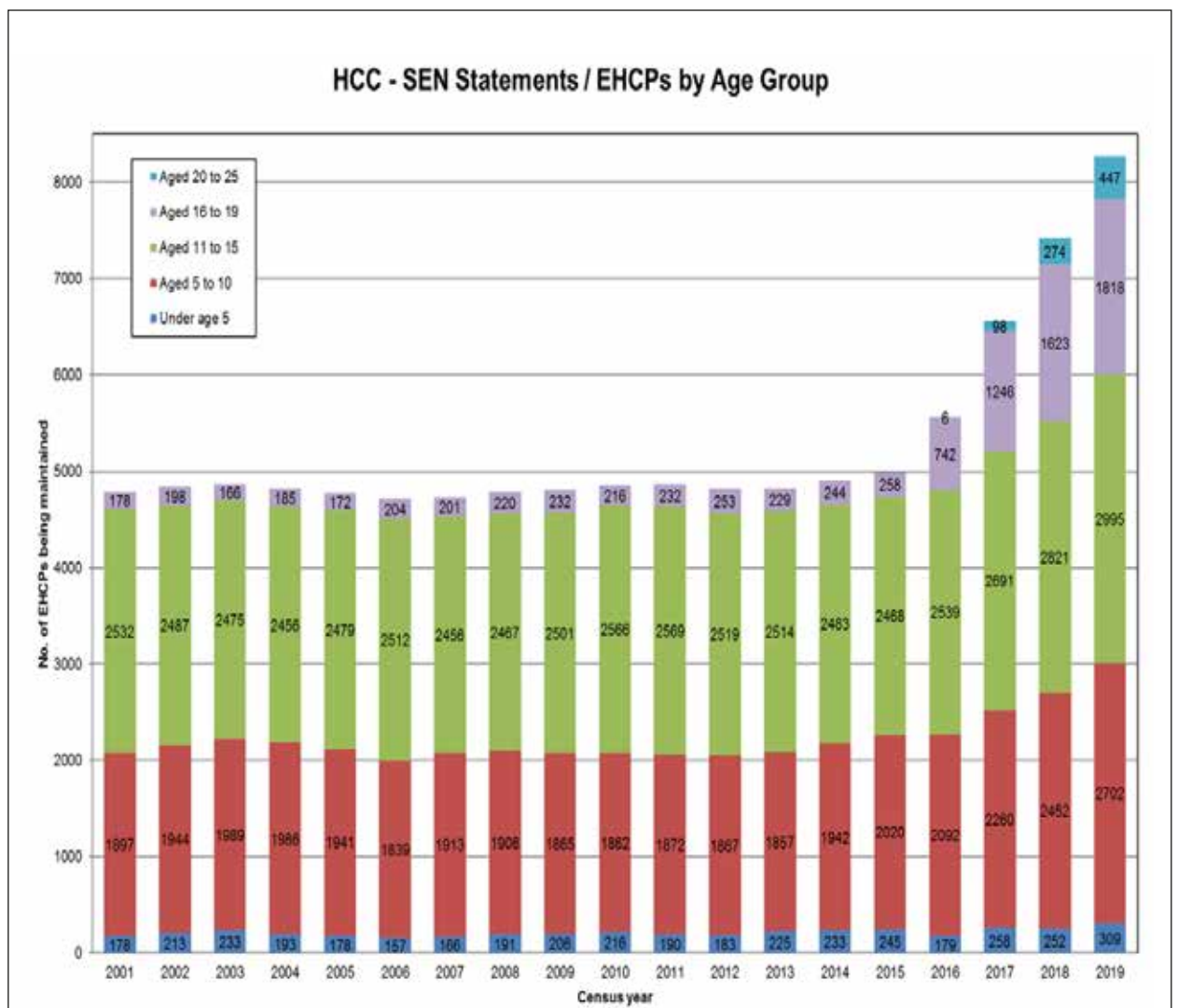
Prior to the changes introduced in the 2014 Children’s Act, young people aged 19-24 would have had a non statutory Learning Difficulties and Disability (LDD) assessment and provision for them made available in either local colleges or the independent specialist sector. The 2014 legislation replaces SEND statements (0-18) and LDD assessments (19-24) with a single, statutory EHCP from 0-25

In line with national trends and reflecting the extension of EHCPs to age 25, the number of young people with a SEN statement or EHCP in Hampshire is increasing.

This is also the case on the Isle of Wight. There are currently 1174 young people (0-25) with an EHCP on the island, which has increased from 1077 in 2018.

Of the above total, the number of young people aged 16 to 25 with an EHCP is currently 430, increasing from 415 in 2018.

The table below illustrates the growth in Hampshire SEND/EHCPs from 2001 – 2019 for all age groups.



There has been a particularly dramatic increase in EHCPs for young people post 16. The tables below illustrate growth of 605% between 2015-2019 (aged 16-19) and 7350% between 2015-2019 for 20-25 year olds

Census year	No. of EHCPs age 16-19	% increase on previous year
2015	258	5.70%
2016	742	187.6%
2017	1246	67.9%
2018	1623	30.3%
2019	1818	12.0%

Census year	No. of EHCPs age 20 - 25	% increase on previous year
2015	0	-
2016	6	-
2017	98	1533.3%
2018	274	179.6%
2019	447	63.1%

Based on current trends, it is anticipated that there will be 2,581 post 16 EHCPs by the end of 2019/20 (1,904 aged 16-19 and 667 aged 20-25)

Although the Government's intention was that EHCPs would be maintained for young people who were post 19 in exceptional circumstances, we are finding that we need to maintain around 90% of plans from one year to the next. We have undertaken modelling on this basis and estimated that the current figure of 447 will grow to 1,057 young people with plans by 2026/27.

A further issue is that currently, high needs block placements are not evenly distributed throughout the county. Approximately 60% of provision (461 places) is currently being delivered in the in South of Hampshire, with 30% (240 places) in mid and North Hants. The remaining 10% (81 places) is allocated to out of county providers.

Funding

The table below illustrates the all age growth in high needs block spend (0-25) from 2015/16 to 2018/19

Financial Year	Budget £'000	Spend £'000	Variance £'000	% Growth from previous year
2015/16	88,127	93,141	5,014	
2016/17	92,876	98,985	6,109	6.27%
2017/18	99,252	108,655	9,403	9.77%
2018/19*	106,097	115,194	9,097	6.02%

**based on Q3 forecast*

It is expected that the anticipated growth rate of EHCPs (0-25) will add £26m per annum to our current level of expenditure by 2026/27

Total post 16 high needs funding for Hampshire young people in 2018/19 is estimated at £20.9m. This relates to 1102 young people aged 16-25.

For the academic year 2018/19, Hampshire County Council is funding from the high needs block 797 places for Hampshire SEND students (all LA areas) in FE colleges. The associated place and top-up funding is estimated at £9.8m plus £3.2m of programme funding. Additionally, 150 places are being funded in independent and non-maintained special schools and independent specialist colleges. These have an estimated funding value of £8.5m from the High Needs Block, plus a further £720,000 funded by the ESFA.

A further 155 post 16 places are being funded in Hampshire maintained and academy special schools with an associated total high needs funding allocation of £2.6m.

The average cost of a post 19 EHCP placement in 2018/19 was £20,582. We anticipate that by the end of 2019/20 there will be 496 post 19 EHCP places with a total cost of £10,198,669

The expected growth in EHCPs over the next 7 years, modelled on current trends, is likely to see an additional 1057 post 19 EHCPs by 2026/27. Further work is underway to model this in more detail.

Performance

Whilst all Hampshire colleges are judged by OFSTED as being good or better, performance based on published data is mixed against regional and national averages.

The tables below show Hampshire's L2 and 3 attainment at age 19 compared to regional and national data. (This is based on learners attending institutions in Hampshire LA area, not residency)

L2 – % of 19 year olds qualified to Level 2

	All pupils	No SEN	All SEN	SEN with statement or EHCP	SEN without statement or EHCP
HAMPSHIRE	84.1	88.9	53.5	32.9	60.7
SOUTH EAST	82.7	88.3	54	32.8	60.7
ENGLAND	82.2	87.6	54.5	30.9	61.8

Level 2 - % of 19 year olds qualified to Level 2 with English and Maths

	All pupils	No SEN	All SEN	SEN with statement or EHCP	SEN without statement or EHCP
HAMPSHIRE	71.3	78	28.7	16.6	33
SOUTH EAST	70.3	77.9	31.6	16.5	36.5
ENGLAND	68.2	75.5	30.6	14.8	35.6

Level 3 – % of 19 year olds qualified to Level 3

	All pupils	No SEN	All SEN	SEN with statement or EHCP	SEN without statement or EHCP
HAMPSHIRE	58.8	64.3	23.4	13.1	27
SOUTH EAST	58.3	64.8	25.3	13.4	29.1
ENGLAND	57.2	63.1	26.6	13.2	30.8

Source: DfE Level 2 and 3 attainment by young people aged 19 in 2018

On all three measures, the Hampshire 'All SEN' cohort performs below regional and national averages. Performance does improve for those with a 'SEN statement or EHCP' but is below for 'SEN without an EHCP' and significantly for the Level 2 with English and maths and Level 3 measures.

Published SEN cohort performance data, post 16, is limited below Level 2 despite this being the level at which a significant proportion of the cohort is likely to be studying. These programmes tend to relate to personal development and progress targets will set for individuals at an institutional level.

A key aspiration of our post 16 SEND strategy is to close the gap in attainment of our SEND young people at age 19 to be at least in line with regional averages by 2025.

Progression

Progression for LLDD learners from Hampshire colleges is generally very strong with 84% of the cohort in a sustained education or employment destination. The table below shows the sustained destinations of young people who reached the end of 16-18 (Keystage 5) study in 2016/17. Progression to employment from colleges is particularly positive, at 31% (compared to 24% UK and 29% SE) although a much smaller percentage are accessing Apprenticeships.

The table below shows the sustained destinations of young people who reached the end of 16-18 (Keystage 5) study in 2016/17

Sustained Destination	State Funded Mainstream Schools (SEN cohort)	State Funded Mainstream Colleges (LLDD cohort)
Any education or employment	78%	84%
FE	56%	28%
HE	6%	14%
Apprenticeship	6%	8%
Employment	11%	31%

Source: DfE KS5 Sustained Destination Measures: Students who reached the end of 16-18 study in 2016/17

One of the aspirations of our strategy is to put in place a clear and robust performance management framework for post 16 high needs funding, which monitors employment outcomes and measures the impact of interventions – ensuring better value for money as well as the progression and achievement of young people.

Employment

At headline level (age 16-64) Hampshire performs well above national averages in terms of the proportion of people with a disability who are economically active and in employment.

For the 12 months to March 2018, there were 143,000 Hampshire residents classed as core disabled (based on the Equality Act 2010 definition) which is 17.4% of the total population. This is lower than the UK average of 19.9%

Of this cohort, 72.3% (103,400) are economically active, compared to 57.4% for the UK. 27.7% (39,700) are economically inactive, compared to 42.6% for the UK.

Of the 103,400 economically active, 68.5% (98,100) are in employment compared to 52.5% for the UK and 5.2% (5,400) are unemployed compared to 8.4% for the UK.

This suggests that the Hampshire labour market is already providing a substantial number of employment opportunities for people with disabilities, which is encouraging and should help to support our aspirations to further increase access to employment for SEND young people.

5. Challenges and opportunities

Future labour market needs – The County Council is working to develop a county wide skills strategy and investment plan that will articulate a clear vision for the employment and skills needs of Hampshire to 2030 and help our economy to achieve strong, sustainable and inclusive economic growth. We are expecting our skills and labour market to change significantly over the coming decade and we want to prepare ourselves now to address these challenges.

We are doing this to help ensure that Hampshire's economy and our communities have the skills, aspirations and opportunities to thrive now and into the future, and to help us to target our resources in the most effective way to achieve this.

The three key priorities of this work are:


- A future-ready Hampshire – matching skills supply and demand and driving forward productivity for a prosperous and resilient economy.
- An inclusive local labour market that develops talent and maximises opportunity for all our communities
- A high-quality skills infrastructure and facilities to raise aspiration and achievement; meet employer demand and create industry standard training in our post 16 sector

These priorities are of direct relevance to our ambition to a **county wide, joined up and high performing employability offer for SEND young people which focusses on maximising progression into sustained employment.**

Employment opportunities – recent work has identified significant gaps in the skills needed by the local labour market and highlighted that there will be a need to develop a more inclusive approach in order to help meet this demand in the future. For example, at Level 1 and below, there are significant gaps in the hospitality and catering sector. Targeted programmes to support young people and adults with SEND to gain the specific skills needed in these skills gaps areas could potentially have a significant impact on both social inclusion and economic growth.

Growing cohort and associated budget challenges– In line with national trends, growing demand for SEND places means that there is a lack of sufficient funding to meet identified needs. This is a national issue and not unique to Hampshire. In 2017/18, 81.3% of local authorities overspent their high needs budgets.

It is expected that the anticipated growth rate of EHCPs will add £26M per annum (all ages) to our current level of expenditure by 2026/27



Capacity of the post 16 sector – the current capacity of the post 16 sector in Hampshire is insufficient to meet forecast future demand. Further, there is an inequitable distribution of provision across the county, which means in some areas there is a lack of places within a reasonable travel to learn distance.

Access - provision is currently concentrated in the South of the county which means many young people are forced to travel long distances to their provision, which also has a cost implication for the County Council. It also means that there is a high number (150) of young people accessing independent specialist provision with an associated funding value of £8.6M in 2018/19.

Attainment – young people with SEND in Hampshire perform below both SE and national averages at L2 (with English and Maths) – 28.7% compared to 30.6 (England) and 31.6% (South East) and also at L3 – 23.4% compared to 26.6 (England) and 25.3% (South East) This not only limits the life chances and progression opportunities for these young people but it also has an impact on the overall attainment measures for Hampshire.

6. Proposed Actions

Our overarching objective is to **'develop and deliver a county wide, joined up and high performing employability offer for SEND young people which maximises progression into sustained employment'**

Our ambition is that by 2025 we will have in Hampshire a sector-leading post 16 employability offer that transforms the life chances of young people with SEND, raising attainment above national averages (all measures) and maximising the proportion that progress to employment by age 25.

This means that:

- *ALL* young people (with SEND) will be supported to develop the skills and knowledge they need to live fulfilling lives.
- *MOST* young people (with SEND) are capable of securing paid employment and will do so within 3-years or less of completing statutory education at KS4.
- *SOME* young people (with SEND) will continue in education and training post 19 where they are making measurable and substantial educational progress, including in core subjects.

We will deliver this by developing in detail the following key actions

- **Key Action 1**

Develop SEND Employability Hubs

SEND Employability Hubs will have an absolute focus on supporting progression to employment. They will enrol young people from age 16 (year 12) and provide them with a tailored programme of education, skills and personal development support. A significant element of their programme will involve work placements and employer experiences. The curriculum structure will operate on a flexible 1+1+1 programme model based on learners' needs. Some young people will progress into a Supported Internship, Apprenticeship or other work-based programme after one year (end year 12), some after two years (end year 13), and a minority after three years (end year 14).

We will develop and deliver four pilot hubs to be operational from 2020, providing 180 places in total over three years. (80 places in 2020/21, 60 in 2021/22 and 40 in 2022/23). Additional cohorts may be commissioned for 2021 or 2022, dependent on the progress of the pilot.

They will be located strategically across the county to ensure better geographical access to provision for SEND young people.

Each Hub will be supported by the County Council's Employment & Skills Hub to identify placement and employment opportunities with local employers. To provide capacity and cohort expertise, a supported employment organisation commissioned by Adults Health and Care, will be commissioned to work within and support the pilot.

A future phase will include support for Hubs to build capacity for learners with very high needs, to enable them to continue to make educational progress in locally based provision. This will reduce the numbers and cost of young people in out of county independent specialist provision.

A detailed specification for expressions of interest from the sector will be issued, to deliver a pilot SEND Employability Hubs from 2020. The pilot programmes will be subject to ongoing and final evaluation to inform future programme design and commissioning models. An evaluation partner will be appointed to support this element.

- **Key Action 2**

Creating employment opportunities

'All Our Talents' is a strategy premised on exploiting the strength of the Hampshire economy. The County Council's Employment and Skills Hub will be expanded to provide tailored support for young people with SEND. This will focus on utilising the Hampshire economy – addressing identified skills gaps for employers in key sectors, sourcing work experience, supported internship and employment opportunities.

A supported employment partner will also be secured to support future capacity building and sustainability. This includes supporting cohort-specific professional development for LA and provider staff.

- **Key Action 3**

SMART commissioning process

We will develop a new SMART commissioning model for post 16 SEND provision. This will include use of high needs funds to incentivise success and sustained progression to employment or higher-level learning. This will include a funding and performance management framework that clearly measures impact, incentivises the achievement of employment outcomes and provides value for money.

Other actions

To support the implementation of the above key actions we will appoint a dedicated Project Manager based within the Skills & Participation Service. We will develop a detailed action plan including a series of robust outcome measures and

will work across the County Council's Childrens Services and Adult Health & Care departments and with other stakeholders including FE providers and external agencies to deliver these objectives

We will establish a 'virtual team' between the Virtual College, the new 14-25 SEND case workers and Adult Health and Care Independent Futures teams. The remit will include targeted Information, Advice and Guidance at KS3-5; annual reviews; transition planning and oversight and provider performance management.

We will also work with the Hampshire Careers Partnership (and Island Careers Partnership) and our network of Careers Education, Information Advice and Guidance providers to ensure that all young people with SEND have access to high quality careers guidance.

Governance Hampshire's SEND Employability Action Plan will come under the governance of the Hampshire SEND Board, specifically the SEND Finance Board and SEND Partnership Board. A dedicated working group will be established to oversee the pilot phase, and to make recommendations regarding the future commissioning model and roll-out.