

Accelerated Progress Plan following the judgement by Ofsted/CQC that sufficient progress had not been made against the weaknesses outlined by the Inspection

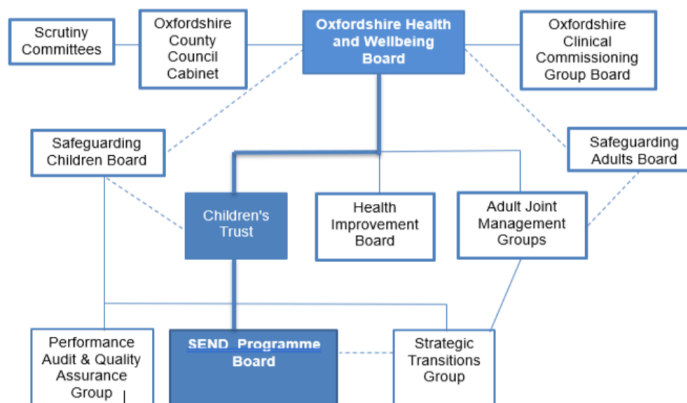
Name of the Local Area	Oxfordshire
Date of Inspection	October 2019
Date of Publication of the Revisit report	23 rd December 2019
Accountable Officers from the LA and CCG	Lucy Butler - Director of Children's Services (DCS), Lou Patten – Chief Executive, Oxfordshire Clinical Commissioning Group (OCCG)
DfE and NHSE Advisers	Keith Thompson (DfE), Tania Atcheson (NHSE)

Governance and Accountability

Governance and accountability structures and processes

Our vision for SEND services in Oxfordshire is that they are of good quality, person-centred and meet the needs of children and young people with positive outcomes that enhance their life chances. The SEND Performance Board is instrumental in identifying gaps in services for CYP with SEND, setting priorities for action, deciding how matters are to be taken forward and evaluating the impact of any change. It is a strong local partnership responsive to both identification of need and ongoing support. Its membership demonstrates strong political and officer leadership, and the commitment in ensuring that the citizens of Oxfordshire are treated equitably and with dignity. We believe our approach is built to ensure children, young people and their families can be safe, well, independent and resilient.

The Board has a clear remit. This is the governance structure it features in.



Area of weakness identified in the revisit

The quality and rigour of self-evaluation and monitoring and the limited effect it has had on driving and securing improvement.

Leaders have an aspirational vision for the work they are doing to improve outcomes for children and young people with SEND in Oxfordshire. However, parents do not yet feel part of this vision and do not fully understand what work is being done to achieve it.

Co-production with parents, carers, children and young people, is still at a relatively early stage of development in the local area. The promising start seen at the previous inspection has stalled. There are some pockets of positive practice and the recently published 'Co-production Handbook' provides helpful materials to support this work. However, co-production as a way of working is not yet consistently established in the local area's systems and structures. Parents are not involved in strategic developments right from the start. For example, important developments, such as the 'Behaviour Pathway', have only included consultation with parents rather than true co-production. Consequently, many parents are frustrated by the pace of change and do not always feel confident in the work of the local area to improve outcomes for children and young people with SEND.

A consultation for the draft SEND strategy is underway. This sets out a helpful blueprint for future work and improvements, although these are largely education focused. However, while there are several positive and innovative projects in place to improve SEND provision, leaders do not check well enough, especially with families, that these are having the desired impact. Furthermore, there is not yet an overarching co-produced strategy that is effectively bringing these projects together and ensuring swift improvement in the local area.

Leaders' self-evaluation of progress in this area of work is overly positive and does not fully reflect the experiences of children and young people with SEND and their families.

Actions designed to lead to improvement			
Action	Responsible officers	By When	Action RAG
Refresh SEND Sufficiency Strategy to complement and help deliver the priorities in the SEND Strategy.	Head of SEND (Jayne Howarth) & Head of Access to Learning (Allyson Milward)	March 2020	
Completion of SEND Strategic Needs Analysis to inform the development of the SEND Strategy.	JSNA Team	September 2020	
Finalise the SEND Strategy, containing a clear vision for the future and listing the major changes required over the next three years to bring about improved services for CYP with SEND in Oxfordshire. Document to be prepared for public consultation.	Head of SEND (Jayne Howarth) & Head of Children's Commissioning (Sarah Breton)	To be signed off by all three agencies by December 2020	
Governance Board to challenge and evaluate the level of parental involvement/co-production before signing off strategic or operational documents and any proposed redesign of services for Children and Young People (CYP) with SEND.	Board Chair (Cllr Lindsay-Gale) & Director of Children's Services (Lucy Butler)	April 2020	
SEND leads from each agency to provide regular reports to the Governance Board regarding the impact of improvement actions, with clear measures for monitoring and risk logging	Designated Clinical Officer – DCO (Adeline Gibbs), Head of SEND (Jayne Howarth), & Head of Disabled Children	April 2020	

Implement changes to encourage a culture of partnership co-production – making explicit how it works for the SEND cohort and effectively brings together projects and ensures swift improvement in the Local Area.	DCO (Adeline Gibbs), Head of SEND (Jayne Howarth), & Head of Disabled Children	April 2020	
Develop and implement a Local Area Communication Strategy for 2020/21 that clearly states arrangements for contacting, updating, consulting and obtaining feedback, including from young people with SEND.	Head of SEND (Jayne Howarth)	April 2020	
The Governance Board and Oxfordshire Parent Carer Forum (OxPCF) jointly agree methods to gain the views and experiences of parents and young people with SEND across Oxfordshire.	SENDIASS Manager (Wendy Cliffe) & Parent Carer Forum (PCF) Chairs (Julia Stackhouse/ Stephanie Harrison)	September 2020	
Set up opportunities for YP to feed into processes and contribute into a system that supports and represents them (co-design)	Head of SEND (Jayne Howarth)	September 2020	
Establish a Memorandum of Understanding/Charter with OxPCF to be clear about roles and responsibilities.	Head of SEND (Jayne Howarth), Head of Children's Commissioning (Sarah Breton) & PCF Chairs (Julia Stackhouse/ Stephanie Harrison)	April 2020	

Use the Council for Disabled Children's (CDC) Self-Evaluation tools, parental feedback and performance data to co-produce a local joint self-assessment, that demonstrates improved outcomes and parental satisfaction with the service.	Head of SEND (Jayne Howarth & Head of Children's Commissioning (Sarah Breton)	July 2020	
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Impact measures and milestones to be achieved						
KPI reference	By 3 months	RAG	By 6 months	RAG	By 12 months	RAG
	Agreement on the SEND priorities		SEND strategy drafted and ready to be signed off by the Governance Board and endorsed by the PCF.		SEND strategy signed off by the Governance Board and endorsed by the PCF.	
	Board has signed off reporting areas		SEND leads provide progress reports quarterly with evidence of impact of changes.		SEND leads provide progress reports quarterly with evidence of impact of changes.	
	Governance Board provide guidance and recommendations in response to the reports provided by SEND leads.		Governance Board provide guidance and recommendations in response to the reports provided by SEND leads.		Governance Board provide guidance and recommendations in response to the reports provided by SEND leads.	
	Governance Board provides recommendations on the areas where they would like to see additional information from parents and students to confirm that they are fully involved in decisions and development of services.		Survey evidence from providers and users of SEND services indicating cultural shift towards greater joint working and co-production.		Parents and service users' feedback indicates: <ul style="list-style-type: none"> • greater levels of transparency • understanding of timeliness, EHCA/P processes and roles of key people/ teams • decision-making arrangements • larger projects and development work • hearing good news stories 	
	Forums organized and membership confirmed for yp to be able to contribute their views.		There are clear arrangements in regions of Oxfordshire for gaining the views of parents and young people, both through electronic and physical means.		YP feedback: <ul style="list-style-type: none"> • people listening to their ideas • understanding what is happening • being involved in projects and development work • sharing good news stories 	
	Memorandum of Understanding/Charter agreed with a plan to expand membership and a more diverse profile.		Analysis of OxPCF membership profile indicates greater diversity and engagement and parents across Oxfordshire.		Analysis of OxPCF membership profile indicates greater diversity and engagement and parents across Oxfordshire.	

Area of weakness identified in the revisit

The quality of EHC plans

The high volume of EHC plans being produced and frequent changes of staffing in the SEN assessment team have contributed to a slow rate of improvement in this aspect of the written statement of action. Helpful work is underway to improve the quality of EHC plans. However, it is too soon to see the impact of this work.

A useful quality assurance framework has been established. A multi-agency panel now meets regularly to audit the quality of a sample of EHC plans against the framework. Pertinent recommendations for improvements are made, although the panel are not yet checking on the progress of the implementation of these recommendations.

Overall, the quality of EHC plans remains too variable. Outcomes described in the EHC plan do not reliably reflect children, young people and their parents' aspirations. Person-centred approaches are used in the EHC needs assessment but this information is not used effectively in the plan. Typically, EHC plans are focused predominantly on a child or young person's educational needs and do not successfully capture a complete view of their education, health and care needs. For young people, transition planning is often weak and does not provide a useful pathway to support young people to make a successful transition to adulthood.

Health contributions to the EHC needs assessment process are too inconsistent. Although professional reports from therapists and CAMHS are detailed and useful, contributions from universal services, such as school nursing and health visiting, are often not of the same quality. General online training about EHC plans is now provided to health professionals but focuses too heavily on the assessment process rather than improving the quality of contributions. As a result, health advice is not always enhancing the quality of EHC plans.

EHC plans are not reliably updated following an annual review within the prescribed timeframes. There are often lengthy delays in making amendments to EHC plans following an annual review. This results in too many EHC plans that no longer accurately describe children and young people's needs and the required provision. The current quality assurance system focuses on new EHC plans but does not include existing EHC plans. Leaders have firm plans in place to improve this aspect of work, including increasing capacity in the SEN team, although this work is not yet complete.

Parents experience high levels of frustration with the EHC processes. They told us that they do not find it easy to know how decisions are made or who is responsible for different aspects of the process. Parents described continually having to 'chase' professionals to find out information about their child's EHC plan.

Actions designed to lead to improvement			
Action	Responsible officers	By When	Action RAG
Use findings from the multi-agency quality assurance audits to identify themes. Utilise feedback loop that shares learning across service and within individual supervision sessions to inform improvement, celebrate good practice and contribute to continuous professional development.	Head of SEND (Jayne Howarth) & DCO (Adeline Gibbs) Social Care	Immediate	
Use EHCP quality standards to monitor the improvement of the quality of EHCP's (already within the quality assurance framework).	Head of SEND (Jayne Howarth)	March 2020	
Implement an audit programme to ensure the quality of health advices are consistent and in keeping with the SEND Code of Practice.	DCO (Adeline Gibbs)	Immediate	
Develop and implement Local Area SEND training plan to run alongside the EHCP quality standards. Plan to include targeted and core training for professionals.	Head of SEND (Jayne Howarth) & DCO (Adeline Gibbs)	March 2020	
Work with OxPCF to develop a shared understanding of a good quality EHCP	SEND Lead Officers, SENDIASS Manager (Wendy Cliffe) & PCF Chairs (Julia Stackhouse/ Stephanie Harrison)	April 2020	

<p>Specific training on the making of EHCPs for contributing professionals to include:</p> <ul style="list-style-type: none"> • What makes a good plan? • Practice standards and person-centred planning • Golden Thread • Professional analysis • The timeline - critical path for all EHCP's • Outcomes – measuring progress • Reviews – what, when, who and how? • Transitions - what, when, who and how? • Clarity around transport provision - eligibility 	<p>SEND Lead Officers (Cathy Clarke and Jan Bailey)</p>	<p>April 2020</p>	
<p>DCO to work with universal services (Health visiting and School health nursing) to improve the process for EHCNa requests and ensure that reports are outcome focused.</p>	<p>DCO (Adeline Gibbs)</p>	<p>Immediate</p>	
<p>Review process around annual review and implement improvements using the co-produced paperwork.</p>	<p>Senior SENO's</p>	<p>May 2020</p>	
<p>Focus on SEN Support in schools to include:</p> <ul style="list-style-type: none"> • Implementing the changes in the Ofsted framework (Sept 2019). • Training for schools around the finance arrangements and the additional provision that schools are expected to provide to children and young people with SEND. • Paperwork schools can use to provide a costed SEN Support Plan. 	<p>Education Inclusion Manager (Jo Hatfield) & Head of SEND (Jayne Howarth) & Head of Learning and School Improvement (Kim James)</p>	<p>May 2020</p>	
<p>Review the training plan for schools to support schools in their commitment to providing an inclusive education environment for all children. Develop a clear pathway to challenge when this is not happening.</p>	<p>Education Inclusion Manager (Jo Hatfield) & Head of Learning and School Improvement (Kim James)</p>	<p>June 2020</p>	

Introduce arrangements to ensure decisions regarding the EHCNA/P process are transparent for parents and key stakeholders.	Head of SEND (Jayne Howarth) & DCO (Adeline Gibbs)	April 2020	
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Impact measures and milestones to be achieved						
KPI reference	By 3 months	RAG	By 6 months	RAG	By 12 months	RAG
	Baseline in quality of EHCP's		Steady improvement in quality of EHCPs against standards as obtained from case audits.		Marked improvement in quality of EHCPs against standards as obtained from case audits.	
	Baseline in quality of Health advice		Steady improvement in quality of Health advice against standards as obtained from case audits.		Marked improvement in quality of Health advice against standards as obtained from case audits.	
	Baseline in timeliness of EHCP's Set targets for 20-week performance.		Steady improvement in the timeliness of EHCPs. Set targets for 20-week performance.		Marked improvement in the timeliness of EHCPs. Set targets for 20-week performance.	
	Baseline of parental satisfaction with EHCP quality		Gauge parents understanding of a good quality EHCP – new baseline		Increased parental satisfaction with the quality of EHCP's.	
	Implementation of updated AR process and paperwork		Providers and parents consider paperwork to be helpful with visible focus on outcomes.		Providers and parents consider annual review process to be effective demonstrated by improved outcomes.	
			Agreement with headteachers through Schools Forum and other means regarding the provision that should normally be available for CYP with SEND and the methodology for costing SEND support.		Implementation of agreed parameters. Changes in application of funding to be monitored and updates provided to SEND Performance Board.	
	Decision-making processes published on the Local Offer website and information made available through SENDIAS, schools and the PCF.		Follow up to ensure that information has been appropriately circulated and understood.		Parents report improved communication (verbal and/or written) within the 20-week process and report that they are clear on what to expect of the process.	

Risk Register

Date	Risk	Severity/Impact	Mitigation	Progress following action
	If Schools do not fully engage with the support offered - e.g. guidance and procedures, then initiatives to improve inclusive practice will not become embedded.	Medium	Regular training opportunities for schools and partners, and monthly communication with focus on key messages via Schools News and SEND Newsletters.	
	If there is limited breadth of engagement with children and young people then we will be unable to gauge the impact of the action plan.	High	Detailed Communications plan setting out forums supporting regular input from Oxfordshire residents and opportunities for information exchange.	
	If there is limited engagement with parents and carers then it will be difficult to know which changes are making a difference.	High	Detailed Communications plan setting out forums supporting regular input from Oxfordshire residents and opportunities for information exchange.	
	If the quality of EHCP's is not improved, then this will result in increased complaints and tribunals.	Medium	Regular audit to quality check plans, and training plan to enhance practitioner input.	
	If plans are not person-centred then strategies and support will not achieve improved outcomes for children and young people.	High	Monthly quality assurance and professional development and training prioritised in all agencies.	

Score card

KPI Reference	KPI	Baseline	3 months	6 months	12 months
	Measures to demonstrate progress towards strategic objectives considered at each Governance Board meeting.		Demonstration of tasking based on information presented at Board and resulting steer.	Significant elements of workplan commenced with progress reports submitted to Board.	Improvement on performance as demonstrated via the SEND dashboard.
	Parent/carers (and all key partners) report that they have been fully involved, from start to finish, in any proposal put to the Governance Board for approval.		Mechanisms for engaging with parents and partners agreed.	Surveys and other feedback from parents report positive impact of regular communication. Action taken on areas where complaints have been made.	Parent/carers (and all key partners) report that they have been fully involved, from start to finish, in any proposal put to the Governance Board for approval.
	Evidence of increased parental satisfaction and confidence in the SEND system throughout Oxfordshire.		Baseline information confirmed for Board specified areas of parental satisfaction.	Evidence of increased parental satisfaction and confidence in the SEND system throughout Oxfordshire.	Evidence of increased parental satisfaction and confidence in the SEND system throughout Oxfordshire. Reduction in number of complaints.
	Improvement in quality of EHCP content.		Monitoring via multi-agency quality assurance panels demonstrating improvement in line with target.	Monitoring via multi-agency quality assurance panels demonstrating improvement in line with target.	Monitoring via multi-agency quality assurance panels demonstrating improvement in line with target. Reduction in number of Tribunals and complaints.

Annex B: Supporting statement for the Accelerated Progress Plan

Please include here any significant reasons why you feel you did not make sufficient progress and how you are addressing these

Factors accounting for insufficient progress	How we are addressing these
After the original inspection, there were significant leadership and team structure changes, and changes to the OxPCF which was reconstituted in November 2018. Since then, the partnership has taken time to build relationships, establish agreed ways of engaging and develop a new culture. This is ongoing, as is the work to embed co-production.	Proposed Memorandum of Understanding/ Charter to address roles, responsibilities and expectations of how best to serve parents and young people with SEND.
Delays in implementing new SEND structure, including recruiting new and additional staff.	Structure now has full complement of staff and training plan developed so that staff are fully equipped and the new structure becomes embedded.
Underdeveloped channels available for parents to provide feedback on services, resulting in unheard dissatisfaction and confidence in SEND services.	Develop comms strategy and forums to engage with parents and young people, providing them with information, but also seeking their input to develop and co-produce services and provision with a focus on outcomes for children and young people.

Please say here how you will ensure that partners, including families, are fully aware and kept informed of your actions and progress

Currently, the SEN Newsletter is produced bi-monthly and is widely shared, and this will feature an update on progress. The newsletter is shared on the Local Offer and with partners, who then share it further with service users.

The Local Area Communication Strategy will build on existing networks and further develop opportunities to engage parents, students and stakeholders to input into processes and for information to be shared reaching a wider audience.

Please say here what support and challenge you feel would be most helpful to you over the coming months and when

We would find it useful to continue to access support from The Delivering Better Outcomes Together consortium. They have been helpful as a critical friend and provided useful challenge and advice.

The offer available from the Council for Disabled Children (CDC) and KIDS would be invaluable in assisting us to deliver a programme of support for strategic participation by young people with SEND in Oxfordshire as we want to ensure that we create sustainable methods of engagement that young people find supportive and beneficial.