

# Report of the Strategic Director Children's Services to the meeting of Executive to be held on 20 June 2017.

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### Subject:

### Proposals for SEND Transformation 0-25

### Summary statement:

#### This report asks the Executive to:

- Approve consultation on the proposals for SEND Transformation 0-25
- Authorise the Strategic Director Children's Services in consultation with the Portfolio Holder to implement the proposals following the consultation period.

#### **Our Ambition - Improve outcomes and life chances for all SEND (Special Educational Needs and Disabilities) children and young people in Bradford.**

To do this we need to:

- Ensure there is early identification, early assessment and early intervention of children with SEND
- Increase high quality places to meet a growing need for SEND
- To make the most effective use of the outstanding practice and provision across the Bradford District
- Ensure continued use of our specialist knowledge, skills and expertise in meeting the need of children and young people with SEND

We are proposing a locality model be adopted each providing 50 early years specialist places for children aged 2 – 5 years but with capacity for some children aged up to 7 where appropriate; alongside provision for mainstream places for young children.

Each locality will contain two Early Years Enhanced Specialist Provisions (EYESP) which will provide integrated early education for mainstream and SEND young children on the same site. The model will also include two SEND Specialist Centres of Excellence. The SEND Specialist Centres of Excellence will comprise a range of SEND specialist practitioners who will provide consultation, support, training and outreach work for all SEND early years children across all types of early year's settings within the locality in addition to those accessing the EYESP.

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## 1. SUMMARY

### **This report asks the Executive to:**

- 1.1 Approve consultation on the proposals for SEND Transformation 0-25
- 1.2 Authorise the Strategic Director Children's Services in consultation with the Portfolio Holder to implement the proposals following the consultation period.

### **Our Ambition - Improve outcomes and life chances for all SEND children and young people in Bradford.**

The vision for the transformation of SEND services in Bradford District is underpinned by:

Improving outcomes for children and young people with SEND including their educational attainment, achievement, closing the gaps with their peers nationally; improving their emotional well-being, independence and resilience; making sure they are safeguarded; improving their employment and training opportunities and that they are well prepared for work.

- Ensure there is early identification, early assessment and early intervention of SEND
- Increase high quality places to meet a growing need for SEND
- To make the most effective use of the outstanding practice and provision across the Bradford District
- Ensure continued use of our specialist knowledge, skills and expertise in meeting the need of children and young people with SEND.

To do this, it is proposed that the district will be divided into two localities each providing 50 early year's specialist places alongside mainstream places for young children. These places will be **in addition** to the early years places provided at our Special Schools which are for children with more complex needs and life limiting conditions.

Each locality will contain two Early Years Enhanced Specialist Provisions (EYESP) which will provide integrated early education for mainstream and SEND young children on the same site; there will be two SEND Specialist Centres of Excellence co-located with one of the EYESP in each locality. The SEND Specialist Centres of Excellence will comprise a range of SEND specialist practitioners who will provide consultation, support, training and outreach work for all SEND early years children across all types of early year's settings within the locality in addition to those accessing the EYESP.

## 2. BACKGROUND

### 2.1 The current position

- We have a growing population of children and young people in Bradford and proportionally have a growing population of children and young people with SEND;
- The complexity of special needs in Bradford is increasing - as a result there is a need for more specialist places.
- Bradford is a highly inclusive local authority; only 1% of our school population are in Special Schools.
- Increasing the number of specialist places for SEND alongside a predicted population growth will still only result in around 1% of SEND pupils attending specialist provision.
- We are working in a challenging and changing landscape both financially and educationally.
- With this comes the opportunity to transform the way in which specialist provision and support for SEND are delivered in Bradford – intervening early to reduce costly intervention later in the life of a child or young person.
- The proposed model will continue to make a range of specialist services available across the district for CYPP with SEND.

The trend over time shows that overall there has been an increased under-occupancy of the early assessment places (Children’s Centre+ places) for young children with SEND. By July 2016 only 47% of the funded early assessment places for young children were occupied and some young children are also taking up places at our primary Special Schools. Irrespective of whether places are filled, staff are centrally employed to service these places and this is paid for from the High Needs Block. Schools Forum requested a review of Teaching Specialist Services to look at redesigning services for the future and this was in consultation with Stakeholders.

The way in which parents have chosen to access support and provision for their children with SEND has changed over the last 2 – 3 years, more parents have chosen an early years place in a primary special school, and due to changes in the transport policy parents are also choosing mainstream early years places at a school or a PVI setting. Our evidence shows that our SEND population is becoming increasingly more complex and some parents have chosen not to have group based provision but to have home teaching from the Portage service.

The proposal is based on the evidence and findings of the SEND Strategic Review in Bradford 2016

# 0-25 Years SEND Pathway



The vision for the transformation of SEND services in Bradford District is underpinned by these principles and aligned to the priorities in the Bradford Children, Young People and Families Plan 2016-20 particularly Great start in life and good schools; Better skills, good jobs and a growing economy; Better health, better lives.

- Improving outcomes for children and young people with SEND these include accelerating educational attainment and achievement and closing the gaps with their peers nationally; improving their emotional well-being, independence and resilience; making sure they are safeguarded; improving their employment and training opportunities and that they are well prepared for work; have greater access to a range of opportunities and making sure children and young people with SEND flourish and achieve their full potential.

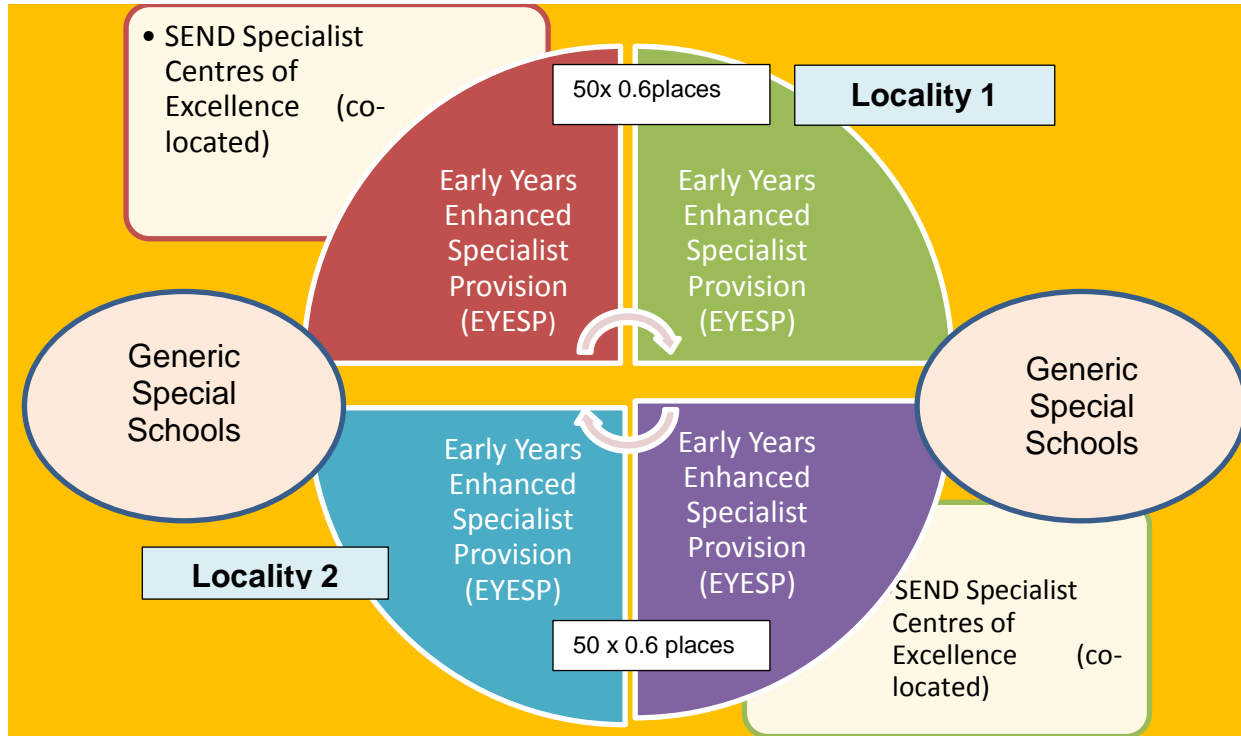
## To do this we need to:

- Ensure there is early identification, early assessment and early intervention of SEND
- Build responsive services, with a more personalised offer
- Increase high quality places to meet a growing need for SEND
- To make the most effective use of the outstanding practice and provision across the Bradford District
- Ensure there are effective transitions from home into provision and into schools
- Ensure continued use of our specialist knowledge, skills and expertise in meeting the need of children and young people with SEND
- Build capacity and expertise within SEND across the District and further develop Bradford's sector led model
- Ensure accessibility of SEND support and provision and support parental choice and aspirations
- Intervene early to prevent expensive out of authority placements for children and young people with SEND and to ensure efficient use of resources and value for money. Currently Bradford spends around £4.5m per annum on out of authority placements for children and young people with SEND.

## 0-5+ SEND Pathway

The 0-5+ Pathway has been designed to realise the principles stated above within the 'Vision' and in response to the rising number of requests for assessment and specialist placements for early years children with identified SEND. The table below shows the percentage of the total number of referrals for children aged 0-7 years. In December 2016 referrals for this age group constituted 51.9% of referrals for the month and overall 45.5% of all referrals received since September 2015. See Appendix 1.

### The District wide Model for 0-5+ years SEND pathway



It is intended that the district will be divided into two localities each providing 50 x 0.6 early year's specialist places alongside mainstream places for young children.

Each locality will contain two Early Years Enhanced Specialist Provisions (EYESP) which will provide integrated early education for mainstream and SEND young children on the same site; co-located with one of the EYESP in each locality will be a SEND Specialist Centre of Excellence.

The SEND Specialist Centres of Excellence will comprise a range of SEND specialist practitioners, for example specialist teachers of autism, cognition and learning and behaviour; family support workers, portage home visitors, who will provide consultation, support, training and outreach work for all SEND early years children across all types of early years settings within the locality in addition to those accessing the EYESP and provide support for families with children with SEND and transition from home to provision.

## The location

There has been considerable analysis undertaken to assess the optimal location of the provisions. Part of this work has been considering the incidence of need, the availability of suitable accommodation and any financial implications.

There are currently three Nursery Schools across the District already providing integrated early years SEND and mainstream places (currently part of the Children's Centre plus provision) within high quality provision which has been judged by Ofsted to be good (1) and outstanding (2). These are:

- Strong Close Nursery School (BD21)
- St. Edmunds Nursery School (BD8)
- Canterbury Nursery School (BD5)

SEND Data for all year groups shows that the areas within the District with the **highest areas** of SEND needs are:

### Highest areas of SEND by ward (for high incidence SEND)

<b>Top 3 wards</b>	<b>Autistic Spectrum Disorder (ASD)</b>	<b>Severe Learning Difficulties (SLD)</b>	<b>Social Emotional Mental Health (SEMH)</b> NB. See BESD below.
<b>1</b>	Keighley Central	Toller	Tong
<b>2</b>	Great Horton and Keighley East	Bowling and Barkerend	Keighley West
<b>3</b>	Keighley West	Manningham	Wyke

See appendix 2 for the Wards with the highest number of EHCPs across all types of SEND (see also appendix 3 for map of number of EHCPs).

The SEND data reinforces that the three current Nursery schools who are currently providing Children's Centre plus (CC+) places and hence, providing this integrated mainstream and SEND provision detailed above are located in geographically accessible areas to serve the highest areas of SEND across the Bradford District. A location for the fourth EYESP needs to be agreed.

### The draft proposals for the 0-5+ pathway are:

- Alongside the places provided for young children within our generic specials schools, this model proposes to increase the number of assessment and specialist places for young children 0-5+ years with SEND across the district to 100 places in total, 50 in each locality. This expansion has already been agreed as part of the findings from the SEND review (July 2016). Additional specialist places are needed as part of the expansion of special school places and by creating additional early year's places this will release some places in our special schools currently being occupied by young children of non-statutory school age.
- 72 x 0.6 Early Assessment places are currently provided for young children with SEND in what are known as Children's Centre plus places (CC+). The proposal is to

rationalise the current CC+ places (which were based originally on seven centres) into four enhanced centres (Early Years Enhanced Specialist Provision EYESP) and increase the number of places to 100 x 0.6 places.

- The places in the EYESP would be for children primarily aged 2 to 5 years-old but also for those aged 5+ which would be by exception and provided through a formal off-setting agreement for those with EHCPs.
- Work with our partners in the special schools and the LA specialist staff to further develop the skills and capacity of the EYESPs to deliver high quality care and early education for young children with more complex SEND.
- These places, totalling 100 across the district, will be created in addition to the places for Early Years children currently available in our Special Schools for early years and primary aged children.
- In addition, we propose to establish two SEND Specialist Centres of Excellence (for children 0-5+ years with SEND) co-located within two of these four provisions. Each centre of excellence will be partnered with the other EYESP in the 'locality' area to serve young children with SEND within their 'reach' area.
- The SEND Specialist Team attached to each centre of excellence will provide outreach training, support, consultancy and home teaching across the locality to educational settings e.g. nursery classes in schools, PVI's, child-minders to build capacity in each locality.
- The SEND Specialist Team will consist of SEND Leaders and Managers, Portage, Specialist Teachers, Education Psychologists, Family Support, Access and Inclusion Practitioners, Business, finance and data support and administration. The compliment of staff will provide transitional support from Portage (Home Teaching) into schools and transition from EYESP provision into both mainstream and special schools.
- The 0-5+ Model will ensure that places for young children with SEND meet more local needs and resources are deployed efficiently. Transport will be costed into the hub model but will only be offered on a case by case basis following an individual assessment as we need to ensure that places offered within the hubs are filled so we do not fund empty places.

The timescale for the proposed formal consultation period and implementation of the SEND Transformation proposals is set out in Appendix 4.

The proposal is to phase the model in during the remainder of this financial year starting with increasing placements in the EYESP's and to be fully operational from 1 April 2018.

### **Phase 1**

Extensive informal discussions have begun and consultation with a number of partners to look at the viability of the proposals, model of delivery, level of demand for places, financial model and sustainability, legal implications, site location and premises. Formal consultation with partners, stakeholders, children, and their families to commence end of June 2017.

## Phase 2

From April 2017 there will be an increase in the number of young children with SEND accessing specialist and assessment places in the EYESP.

## Phase 3

The LA to undertake a review and restructure of the centrally employed teaching support services and SEND teams; and out of this review will be the creation of two specialist SEND teams who will be co-located within two of the Early Intervention SEND Specialist Hubs. The SEND central assessment team will be largely centrally located to support the hubs with their statutory duties.

## Phase 4

By 1<sup>st</sup> April 2018 the Early Intervention SEND Specialist Hubs and the four EYESPs will be offering provision, placement, specialist support and training for providers for young children with SEND within their identified localities.

### 3. OTHER CONSIDERATIONS

- A letter to Directors of Children's Services dated 31 January 2017 from the DfE's former Director of Early Years and childcare – Helen Stephenson, emphasised that Local Authorities need to *'make full use of their nursery schools, not only helping them to support the social mobility of disadvantaged communities but also giving them a wider role in the leadership of the Early Years system ...this makes very good use of nursery schools pedagogical expertise and experience, and if you do not already use your nursery schools in this way, I would encourage you to do so.'*

Therefore, consideration has been given to how the LA might be able to support the continued viability of Nursery schools in Bradford. The 0-5+ Model would result in the re-designation of some nursery school provision to specialist Early Years SEND provision. The LA will be working with our nursery schools and governing bodies to identify the most appropriate sites for the SEND Specialist Centres of Excellence and the enhanced provisions (EYESP).

- To ensure that places are filled this model will need to provide some support to the most vulnerable families with transportation. This will be done case by case with an individual assessment.
- A further issue is the use and allocation of the Early Years Inclusion Grant which has been extended to 3 and 4 years olds in schools and not just PVI's. This will undoubtedly increase the number of requests for this additional grant funding to include young children in schools. We propose that this funding will be allocated to each of the two Early Intervention SEND Specialist Centres of Excellence who will allocate this based on local demand and need.



- We need to ensure we have better collaboration with special schools, nursery schools, the specialist hubs and the EYESP in order to offer greater choices to parents and better transition for young children.
- This model is intended to replace the current children’s centre + places and will impact on future funding of places within two of the existing children’s centres – these are at Barkerend and Woodroyd Children’s centres with an allocation of 16 places each; in July 2016 these were 50% occupied.

#### 4. OPTIONS

- 4.1 The Executive can approve a period of formal consultation to enable the consideration and implementation of the proposals set out in this report for a locality model for SEND services across the District
- 4.2 The preferred option is for the Executive to approve that the Strategic Director of Children’s Services in consultation with the Portfolio Holder is authorised to consider consultation findings from partners, stakeholders, staff, children, and their families and implement the proposals without the need to report back to Executive for approval to implement.
- 4.3 The transformation of SEND services is a significant programme of work that requires delivery at considerable pace to ensure that our resources are used efficiently and effectively to address the projected shortfall because of significant pressure on funding within the High Needs Block (HNB) and to enable the LA to intervene early to ensure better life chances and opportunities for all SEND children and young people and to prevent expensive placements later when needs have not been met early enough. The Executive is asked therefore to approve the recommendations in accordance with the proposed timeline.

#### 5. FINANCIAL & RESOURCE APPRAISAL

##### Financial, HR, Communications issues (including value for money)

Substantial savings must be made from the High Needs Block and the implementation of the 0-5+ model within the 0- 25 SEND Pathway will generate savings of approximately £660k in 2018-19.

<b><u>Total Cost to DSG of EY New Model Provision</u></b>	
EYIP	600,000
Centrally Managed / Assessment Budget	170,000
Places (new model)	1,006,707
Hubs (new model)	2,178,148
<b>Total Cost to the DSG</b>	<b>3,954,855</b>
<b>Increased cost vs. current DSG budget provision</b>	<b>1,500,315</b>

<u>This increase financed By (on-going basis):</u>	
Reduction in Sensory Service outreach to 50%	707,613
Full trading of other LSS services	1,456,000
<b>Total Finance</b>	<b>2,163,613</b>
<i>Difference (saving on existing budget)</i>	<i>663,298</i>
Allocation of 17 FTE places funding from DSG places growth fund	293,590

**Additional resource will be required from a range of other council services including:**

- HR – Developing the Hubs will require a full restructure of a range of existing services
- Legal services, Estates and Asset Management, School Buildings team, IT services– to support extensive consultation, staffing changes and re-designation of existing sites and possible changes in use of premises and buildings.

**6. RISK MANAGEMENT AND GOVERNANCE ISSUES**

Unless there is a radical change in the way that SEND is delivered there is a significant risk of insufficient places and the needs of children and young people not being met.

**7. LEGAL APPRAISAL**

- 7.1 The SEND Code of Practice 2015 sets out statutory guidance that LA's , education settings and health bodies must take into account of in carrying out their respective duties in respect of children and young people aged 0-25 years.
- 7.2 The LA has a duty to identify, assess and make provision to meet the special educational and wider needs of children within its area and to monitor progress against outcomes. From September 2014 all new statutory assessments and Plans must consider educational, health and care needs , outcomes and appropriate provision.
- 7.3 LA's are expected to take into account the views of children, young people and their parents when proposing changes to any SEN provision and should identify the specific educational benefits and improvements in provision which will flow from the proposals.
- 7.4 The LA is also under a general duty to improve the well-being of children under 5 years and to reduce inequalities. It must also ensure that there are sufficient children centre places and that parents and any interested parties are consulted about any major changes that are proposed to be made to children centre provision.

- 7.5 The LA has a statutory duty to ensure that there are sufficient school places in the District. It must have regard for the need to secure special educational provision and to keep its arrangements under review. Where changes are proposed to schools it should consider whether statutory proposals are required.
- 7.6 one of the initial factors for consideration of any changes to SEN provision for a LA is to ensure that pupils will have access to appropriately trained staff and access to specialist support and advice
- 7.7 There is no prescribed timeframe for consultation with employees in relation to any proposed changes to contractual terms, this will depend upon the nature of the proposed changes and the employee's response.
- 7.8 In circumstances where there is no prescribed consultation period or prescribed statutory process the LA's should consult interested parties in developing their proposals and before publication or determination of those proposals as part of their duty to act rationally and to take account of all relevant considerations.. Any responses received to the consultation should be considered and the LA must have regard to its Public Sector Equality Duty before any decision is taken to implement the proposals.

## **8. OTHER IMPLICATIONS**

### **8.1 EQUALITY & DIVERSITY**

The Local Authority must not discriminate directly or indirectly against any group or individual.

An Initial Equalities Impact Assessment will be completed on by the end of June 2017.

### **8.2 SUSTAINABILITY IMPLICATIONS**

There are no direct sustainability implications arising from this report. Any development or changes to buildings undertaken as a result of these proposals will be undertaken in a sustainable way which minimises the future impact of the Local Authority's carbon footprint.

### **8.3 GREENHOUSE GAS EMISSIONS IMPACTS**

The proposals would not impact on gas emissions. If children are able to attend their local provision this could lead to a reduction in emissions.

### **8.4 COMMUNITY SAFETY IMPLICATIONS**

There are no direct community safety implications arising from this report..

### **8.5 HUMAN RIGHTS ACT**

There are no direct Human Rights implications arising from this report.

## 8.6 **TRADE UNION**

Trade unions have been informed of the proposals. Human Resources have been informed of the proposals and there will be no changes to existing terms and conditions of existing members of staff.

## 8.7 **WARD IMPLICATIONS**

Ward Councillors will be formally consulted upon about the proposals affecting their wards.

## 9. **NOT FOR PUBLICATION DOCUMENTS**

None.

## 10. **RECOMMENDATIONS**

10.1 The Executive is asked to approve a period of formal consultation with partners, stakeholders, staff, children, and their families on the proposals set out in this report to develop a new model for SEND provision which will divide the district into two localities each providing 50 early years' specialist places alongside mainstream places for young children. These places will be in addition to early years places provided at special schools in the district.

10.2 That the Strategic Director Children's Services in consultation with the Portfolio Holder be given delegated authority to implement the proposals subject to the consultation response and to report back as appropriate. This delegated authority shall include authority to execute all necessary contractual and supporting documents needed to effect the final proposals.

## 11. **APPENDICES**

Appendix 1 – Analysis of Early Years Referrals for assessment for an Education, Health and Care Plan (EHCP)

Appendix 2 – Ward analysis of Education and Health Care Plans (EHCPs)

Appendix 3 – Map of wards with the highest number of EHCP's across all types of SEND.

Appendix 4 – Proposed timeline.

## 12. **BACKGROUND DOCUMENTS**

- Bradford Council Plan 2016 - 2020 – A Great Start and Good Schools for all our Children.
- Bradford Children, Young People and Families Plan 2016-2020
- The Education Covenant 2017-2020
- Children's Services 'imperatives' 2017 – 2018
- The Children and Families Act 2014
- The Equality Act 2010
- The Parliamentary Inquiry into Childcare for Disabled Children July 2014
- Statutory Guidance Directors of Children's Services: Roles and Responsibilities 2013
- SEN Code of Practice 2014