

Business Case

SUBJECT: Proposals for SEND Transformation 0-25

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

Current context:

- 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 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 proposed model:

Based on the evidence base and findings of the SEND Strategic Review in Bradford 2016

0-25 Years SEND Pathway



Vision

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 for children with 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 needs 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.

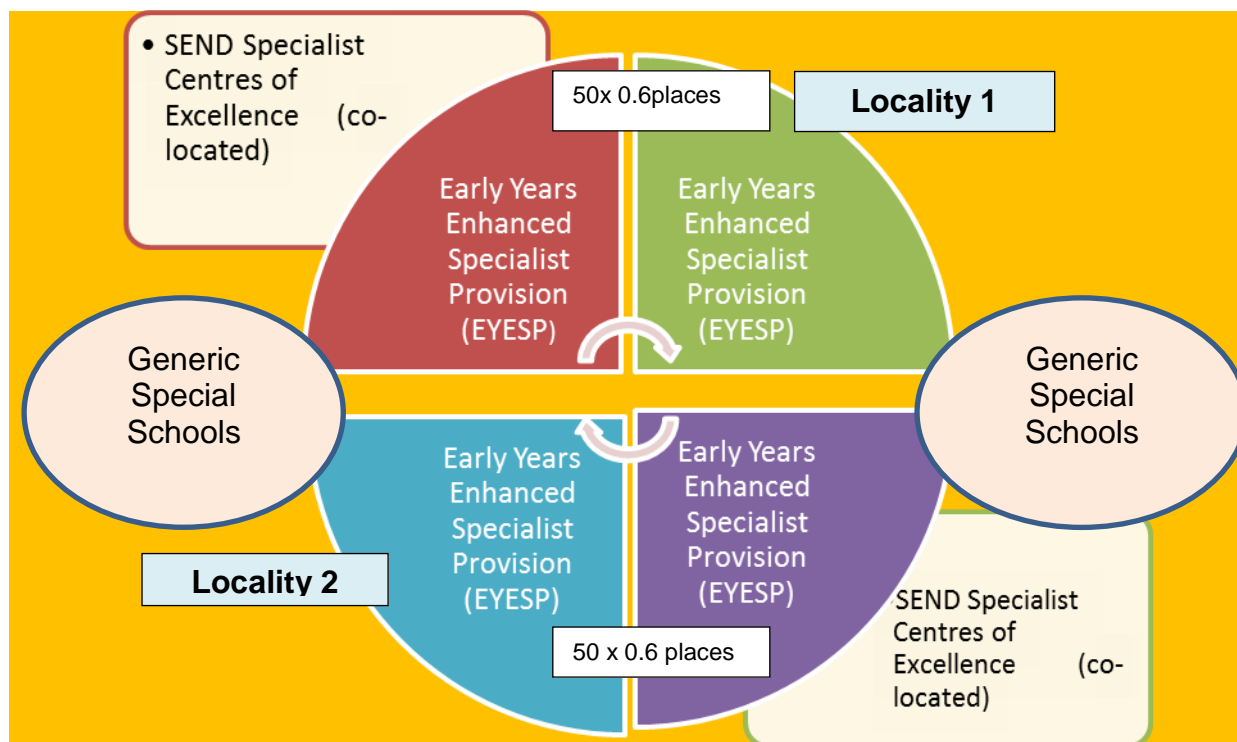
0-5+ SEND Pathway

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.

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

	Referrals for children aged 0-7	Total number of referrals	% for children aged 0-7
Sep-15	11	27	40.7%
Oct-15	28	58	48.3%
Nov-15	22	55	40.0%
Dec-15	24	47	51.1%
Jan-16	33	59	55.9%
Feb-16	26	67	38.8%
Mar-16	33	94	35.1%
Apr-16	35	72	48.6%
May-16	46	79	58.2%
Jun-16	41	86	47.7%
Jul-16	38	102	37.3%
Aug-16	19	30	63.3%
Sep-16	32	70	45.7%
Oct-16	25	67	37.3%
Nov-16	25	62	40.3%
Dec-16	42	81	51.9%
Total number of referrals	480	1056	45.5%

The District wide Model for 0-5+ 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.

The SEND Specialist Centres of Excellence will also provide training for settings and schools across each locality to build their capacity and expertise with young children with SEND.

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 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)

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

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

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

See Attached Map for the Wards with the highest number of EHCPs across all types of SEND.

Ward analysis of Education and Health Care Plans (EHCPs)

	ASD	BESD	HI	MLD	MSI	NYA	PD	PMLD	SLCN	SpLD	SLD	VI	Total
Baildon	13	7	1	2	0	0	5	1	1	1	3	1	35
Bingley	21	7	1	0	1	0	8	3	4	0	7	0	52
Bingley Rural	21	8	1	1	0	0	9	5	2	0	22	2	71
Bolton & Undercliffe	26	11	1	2	1	0	6	7	5	1	11	0	71
Bowling & Barkerend	26	9	6	4	0	0	19	9	8	0	34	3	118
Bradford Moor	23	14	13	7	1	0	20	11	10	0	28	3	130
City	10	4	2	1	0	2	9	6	2	0	21	4	61
Clayton & Fairweather Green	13	17	3	2	0	0	8	3	8	0	25	5	84
Craven	26	9	1	4	0	0	4	0	4	0	6	0	54
Eccleshill	24	22	1	3	0	0	2	4	7	0	8	0	71
Great Horton	34	19	4	3	0	1	12	15	13	0	30	4	135
Heaton	27	12	2	5	0	0	8	4	7	1	27	8	101
Idle & Thackley	12	13	0	3	0	0	1	2	3	1	6	1	42
Ilkley	17	3	0	4	1	0	10	2	5	0	4	1	47
Keighley Central	36	14	12	7	0	1	24	13	9	0	25	6	147
Keighley East	34	15	1	4	0	0	9	6	4	1	16	1	91
Keighley West	29	24	5	8	0	0	14	4	4	1	15	1	105
Little Horton	24	15	5	2	0	0	14	9	9	0	21	5	104
Manningham	16	6	9	5	2	0	14	6	5	0	33	4	100
Queensbury	19	5	1	1	0	0	4	2	3	0	5	1	41
Roads	17	17	3	3	0	0	6	3	5	0	14	1	69
Shipley	14	16	0	0	0	0	3	0	7	1	14	3	58
Thornton & Allerton	28	16	1	0	0	2	10	4	6	0	19	5	91
Toller	22	11	17	3	0	2	11	12	7	0	51	1	137
Tong	19	41	0	7	0	0	11	4	16	0	20	2	120
Wharfedale	13	3	0	2	0	0	4	0	2	1	4	0	29
Wibsey	20	15	2	2	0	0	10	1	4	0	17	1	72
Windhill & Wrose	19	17	0	0	0	1	5	1	1	0	6	1	51
Worth Valley	24	16	0	1	0	1	4	1	7	0	7	0	61
Wyke	10	23	0	3	0	3	14	1	8	0	14	0	76
Total	637	409	92	89	6	13	278	139	176	8	513	64	2424

The SEND data reinforces that the three current Nursery schools providing the integrated mainstream and SEND provision detailed above are located in geographically accessible areas to serve the highest areas of SEND across the Bradford District. The location for the fourth EYESP has now been agreed after an expressions of interest process and panel evaluation – this is Abbey Green Nursery School.

Draft proposals for the 0-5+ pathway are:

- To increase the number of assessment and specialist places for young children 0-5+ years with SEND across the district to 100 x 0.6 places in total, 50 in each locality.
- By rationalising the current CC+ places (which were based on seven centres) into four enhanced centres (Early Years Enhanced Specialist Provision EYESP).
- The places in the EYESP for any children aged 5+ would be provided through a formal off-setting agreement for those with EHCPs.
- These places, totalling 100 across the district, will be created in addition to places for Early Years children available in our Special Schools.
- 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.
- 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/services across the locality to educational settings e.g. nursery classes in schools, PVI's and 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 model will be phased in over the next year, commencing with increasing placements in the EYESPs and will 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/May 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 in the SEND Specialist Centres of Excellence which will be co-located within two of the EYESP's. The SEND central assessment team will be largely centrally located to support the two localities with their statutory duties.

Phase 4

By 1st April 2018 the Early Intervention SEND Specialist Centres of Excellence and the EYESPs will be offering provision, placement, specialist support and training for providers for young children with SEND within their identified localities.

Background

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.

Other considerations

- In a letter from the DfE to Directors of Children's Services dated 31 January 2017 the (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.'*

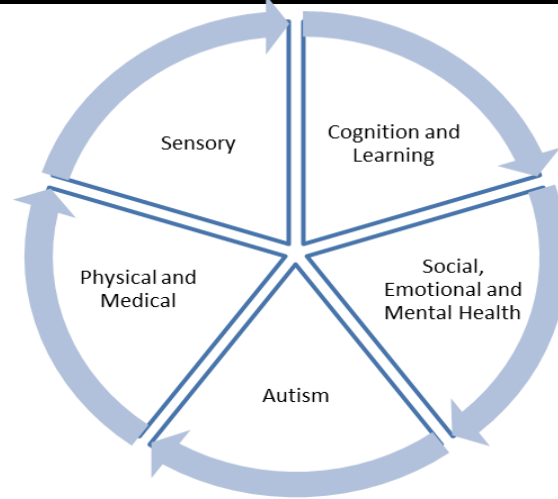
Therefore, consideration has been given to how the LA might be able to support the continued viability of Nursery schools in Bradford. The 0-5+ Model would result in the re-designation of some nursery school provision to specialist Early Years SEND provision. The LA will be working with our nursery schools 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.
- 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 PVIs. 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 be responsible for allocating this based on local demand and need.
- We need to ensure we have better collaboration with special schools, nursery schools, primary 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.

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

Substantial savings must be made from the High Needs Block and the implementation of the 0-7 model within the 0- 25 SEND Pathway will generate savings of approximately £660k in 2018-19.

5-16 year-olds - An Integrated Specialist Teaching Support Service (Traded)



Currently the Specialist Teaching Support Teams are funded from the High Needs Block. Under the SEND transformation the service will be fully traded and schools will sign a service level agreement to access flexible support based on their needs. Schools can use their delegated school funding to pay for support.

For pupils without an Education Health and Care Plan (EHCP) schools get:

- **Element 1 funding:** around £4k per pupil

For pupils who are on the SEND register at School Support the school get:

- **Element 1 + Element 2 funding:** £4k + £6k= £10k

For pupils with an EHCP school get:

- **Element 1 + Element 2 + Top up:** £4k + £6k + top-up (starting at £990 up to around £7,500 per annum)

The LA are currently reviewing the funding model to explore the possibility of schools applying for funding earlier.

16-25 year-olds – Supported transition

This team continues to be core funded and:

- Offers specialist information, advice and guidance to young people and their parents/carers on post 16 educational, training, employment and Preparing for Adulthood options
- Contributes to the assessment process and production of statutory Education, Health and Care Plans
- Supports young people to make successful transitions into adulthood in line with the national Preparing for Adulthood agenda and the SEND Code of Practice.
- Contract management of FE college/training provision and funding arrangements for about 350 young people with statutory Education, Health and Care Plans (i.e. attending non-school post 16 education and/or training provision)

NB. This team is not currently subject to any restructure.

References:

- 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
- Childrens' 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

Glossary

SEND	Special Educational Needs and Disabilities
HNB	High Needs Block - this is funded through the Dedicated Schools Grant (DSG)
EHCP	Education and Health Care Plans
EYESP	Early Years Enhanced Specialist Provision
ASD	Autistic Spectrum Disorder
BESD	Behaviour Emotional Social Difficulties
SEMH	Social Emotional Mental Health
HI	Hearing Impairment
MLD	Moderate Learning Difficulties
MSI	Multi Sensory Impairment
NYA	Not Yet Assessed
PD	Physical Difficulties
PMLD	Profound and Multiple Learning Difficulties
SLCN	Speech Language Communication Needs
SpLD	Specific Learning Difficulties
SLD	Severe Learning Difficulty
VI	Visual Impairment
CC+	Children's Centre + places (Early Years Assessment Places)
PVIs	Private, Voluntary, Independent settings

Proposed staffing model for the Specialist Centres of Excellence 0-5+ pathway

Present Posts and grades	Proposed Posts in The Specialist Centres of Excellence	Proposed Posts in the Integrated Specialist Teaching Support Service	Proposed headcount change	Current vacancies
Managers <ul style="list-style-type: none"> 0-7 SEND Inclusion Manager 1.0 FTE; Head of Early Years Intervention Team – x1.0 FTE; SEN Teaching Support Services Head of Communication and Learning x 0.8 FTE; Head of BESD Team x1.0 FTE 	0	0	-3.8	1
None	New posts - Head of SEND Specialist Centres of Excellence x 2 FTE	New post – Head of ISTSS x1 FTE	+3	NA
Middle Managers <ul style="list-style-type: none"> Head of Cognition and Learning x1 FTE Assistant Head BESD x1.0 FTE Autism Team Manager x 0.8 	0 0 0	0 0 0	-2.8	0.8
None	New Posts - 2 Deputy Head of Centre of Excellence/ Senior Specialist Teacher one in each Centre of Excellence X2 FTE	New posts Two Assistant Head of ISTSS x 2 FTE	+4	NA

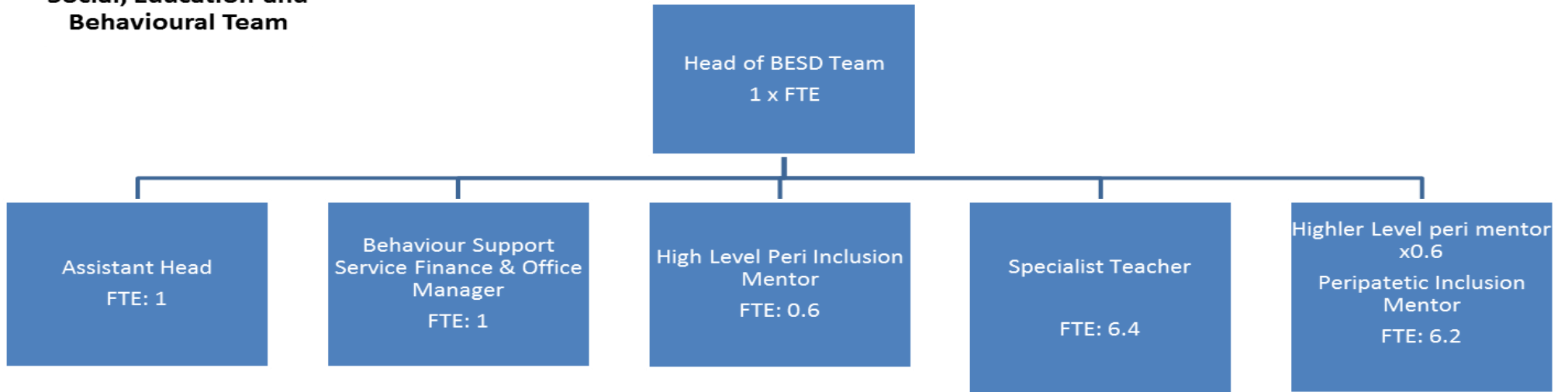
Present Posts and grades	Proposed Posts in The Specialist Centres of Excellence	Proposed Posts in the Integrated Specialist Teaching Support Service	Proposed headcount change	Current vacancies
<p>Specialist Teachers:</p> <ul style="list-style-type: none"> • Early Years specialist teachers x5 FTE • SEBD specialist teachers x 6.4 FTE • Specialist teacher (CC+) 1x 0.6 • Communication and learning specialist teachers x 6 (3x 1.0 FTE, 1 x 0.6, 2 x 0.8) (Total =5.2) • Cognition and learning specialist teachers x12 (3x 1.0 FTE; 3 x 0.8, 6x 0.6) (Total = 9.0) • Physical and medical specialist teachers x5 2.0; 2x 0.8; 1x 0.5 FTE (Total =4.1) <p>Grand total= 30.3</p>	<p>Specialist Teachers – total number to service 2 localities FTE – x7.0 to include the following areas of expertise:</p> <p>Cognition and Learning</p> <p>SEMH</p> <p>Autism</p> <p>Physical and Medical</p> <p>Early Years</p> <p>Total x 7 FTE</p>	<p>Specialist Teachers with the following specialist skills and expertise:</p> <p>Cognition and Learning x4FTE</p> <p>SEMH x4FTE</p> <p>Autism x4FTE</p> <p>Physical and Medical x 2 FTE</p> <p>Total x 14.0 FTE</p>	<p>-9.3</p>	<p>0</p>
<ul style="list-style-type: none"> • CC+ Teacher 1.9 FTE; 	<p>0</p>	<p>0</p>	<p>-1.9</p>	<p>0.90 (0.4 and 0.5)</p>
<p>Specialist Practitioners</p> <ul style="list-style-type: none"> • Specialist practitioners (Communication and Learning) x 4.4 FTE • Specialist Early Years practitioner x1 FTE; • Early Years practitioners X 8 (of which 2 x 1.0 full time; 1 x 0.87 FTE, 5 x 0.5.) Total =5.37 • CC+ Early Years practitioners x 3 (of which 1x 1.0 Full time; 1 x 0.81 FTE; 1x 0.5 FTE) (Total =2.3) • CC+ practitioners x 3 (of which 1x 1.0 Full time; 2x 0.5 FTE) <p>Total = 16.0 * FTE</p>	<p>Early Years Specialist Practitioners 4.0 x FTE</p>	<p>0</p>	<p>-12.0</p>	<p>0.4 0.5</p>

Present Posts and grades	Proposed Posts in The Specialist Centres of Excellence	Proposed Posts in the Integrated Specialist Teaching Support Service	Proposed headcount change	Current vacancies
None	New posts 2 Senior Specialist Practitioners 2 x FTE	0	+2	0
Inclusion Mentors <ul style="list-style-type: none"> Higher Level Peripatetic Inclusion Mentor x 0.6 Peripatetic Inclusion Mentors BESD x 6.2 FTE Peripatetic Inclusion Mentors Communication & Language 2x 0.8 FTE Total = 8.4	0	0	-8.4	0.8
None	0	New posts 10x FTE Peripatetic Specialist Practitioners	+10.0	
Portage <ul style="list-style-type: none"> Portage co-ordinator x 1 FTE; Senior Portage home visitor (30 hours TTO) = 0.8 FTE Home visitors x 3 full time; and 2 x TTO 30 hours = 0.8 FTE (1.6 FTE) 2x 18 hours TTO = 0.48 (0.96 FTE) Total = 7.4* rounded	0 2 Portage Home Visitors x 4FTE	0	-1.0 +1.2 -1.6	0.48
<ul style="list-style-type: none"> Equality and Access Officers x 6 .5 FTE 	0	0	-6.5	1.5
<ul style="list-style-type: none"> Inclusion Officer x 1 x 0.5 FTE 	0	0	-0.5	0
None	New posts Access and Inclusion Officers x4 FTE	0	+4	NA
<ul style="list-style-type: none"> Nursery Nurses x 2 (of which 1 x 0.87; 1 x 0.43 FTE) Total = 1.3 FTE	0	0	-1.3	0

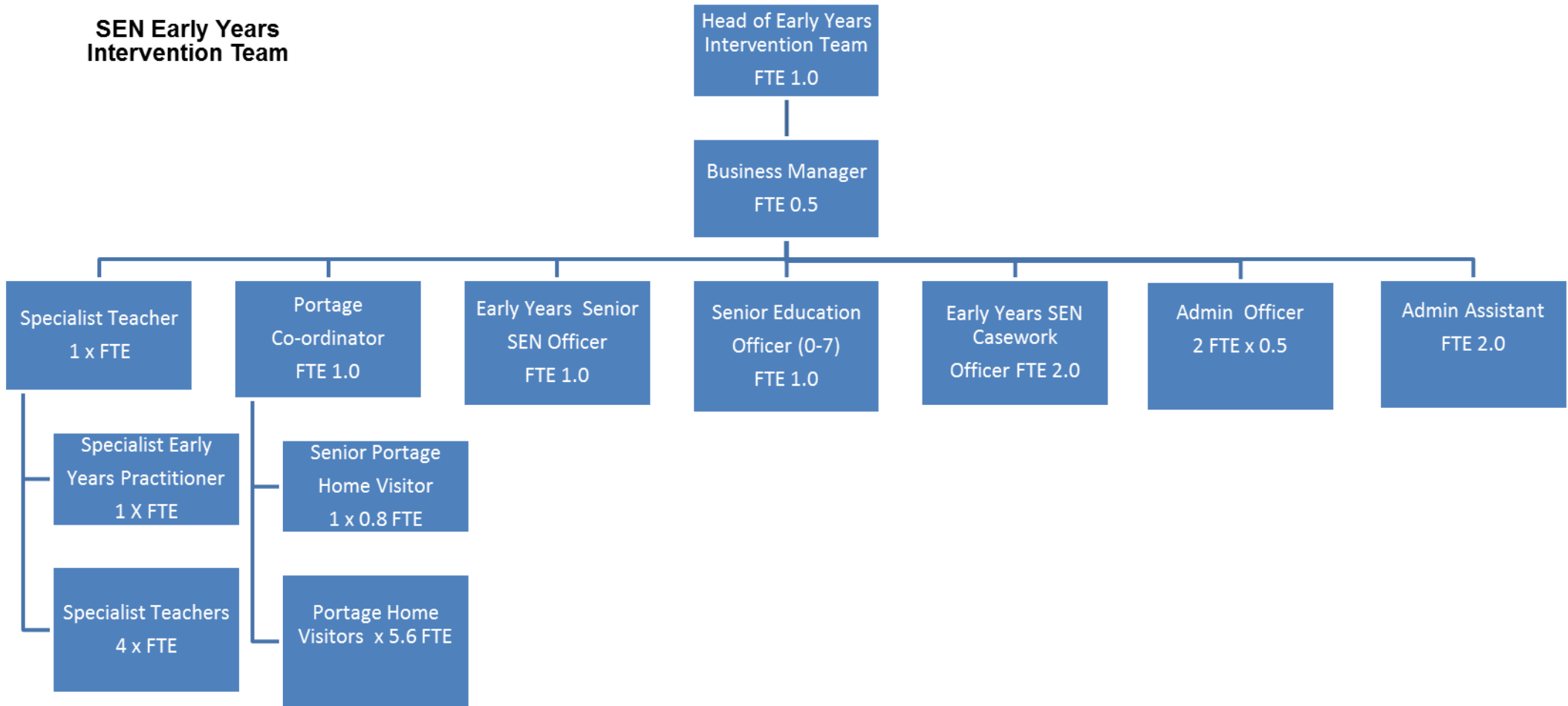
Present Posts and grades	Proposed Posts and grades	Proposed Posts in the Integrated Specialist Teaching Support Service	Proposed headcount change	Current vacancies
None	New posts - SEND Family Support Workers x4	0	+4	NA
Business, finance, data <ul style="list-style-type: none"> Business Manager x 0.5 FTE; Finance and Office Manager x 1.0 FTE 	Business/Finance/Data lead Officer x 2	Business/Finance/Data Lead x 1 FTE	+1.5	0
Administration <ul style="list-style-type: none"> SEND Early Years Intervention Team - Admin Officers x2 (2 x 0.5 FTE) Total = 1.0 FTE Admin assistants 2 x 1.0 FTE 	Admin Officers x 2 FTE Admin assistants x 2 FTE	Admin Officer x1 FTE Admin Assistant FTE x1.0	+2.0 +1.0	admin assistant 1.0
Total: 83.4 FTE	Total: 37 FTE	Total : 30 FTE	Total: - 16.4 FTE	7.4*

Note Rounding *

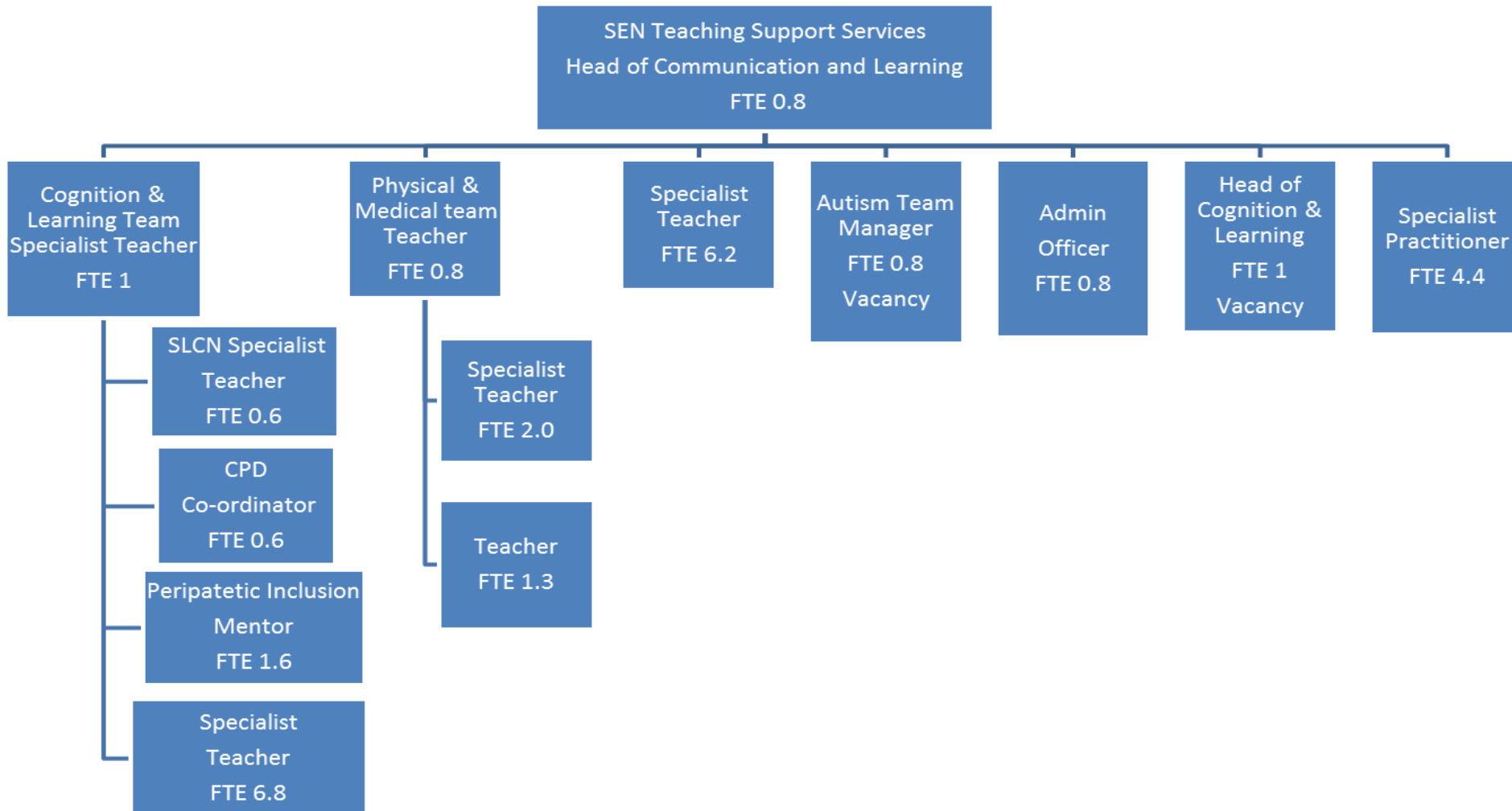
Social, Education and Behavioural Team



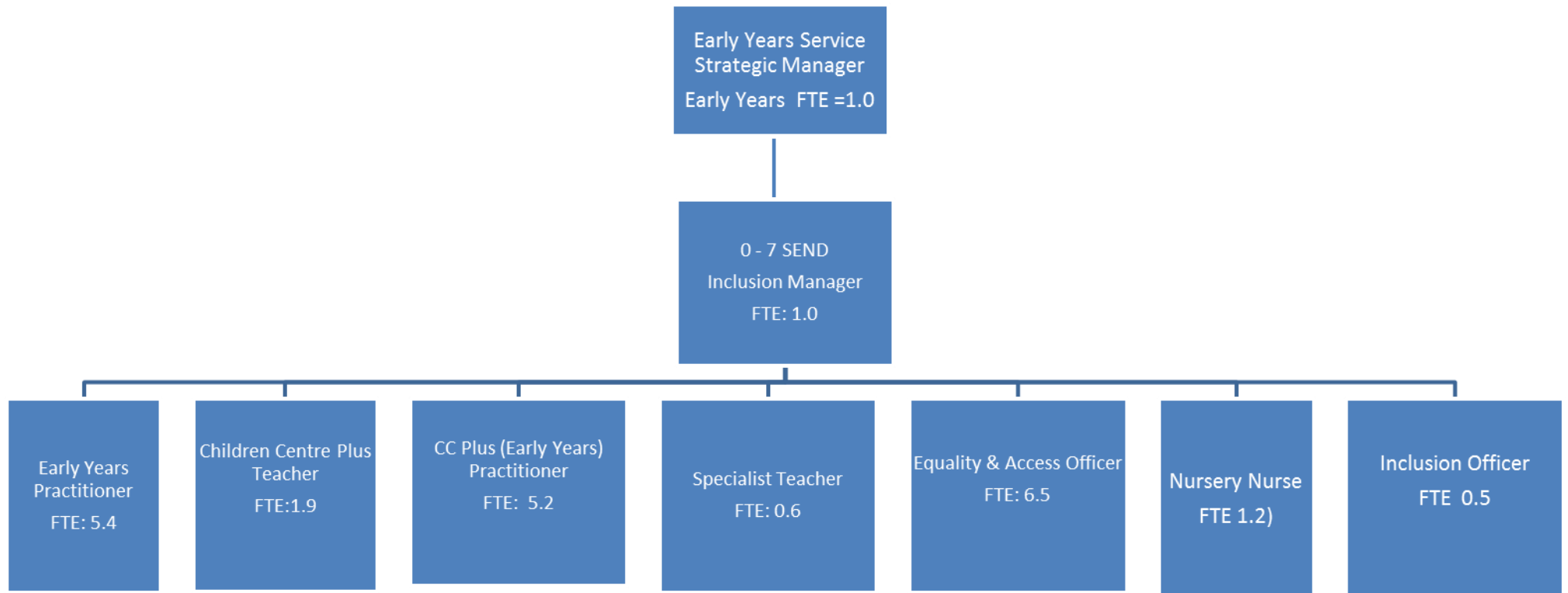
SEN Early Years Intervention Team



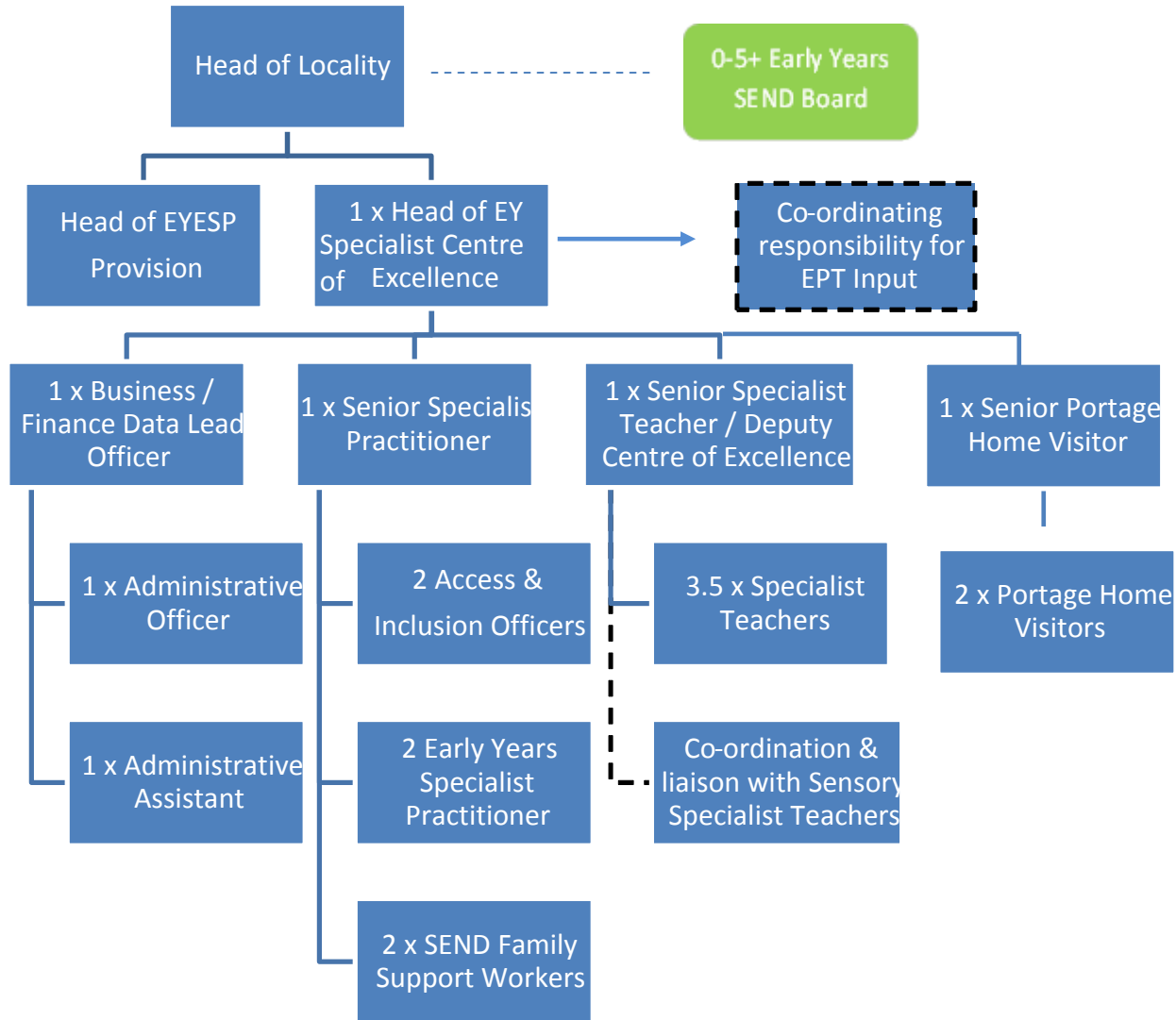
SEN Teaching Support Services



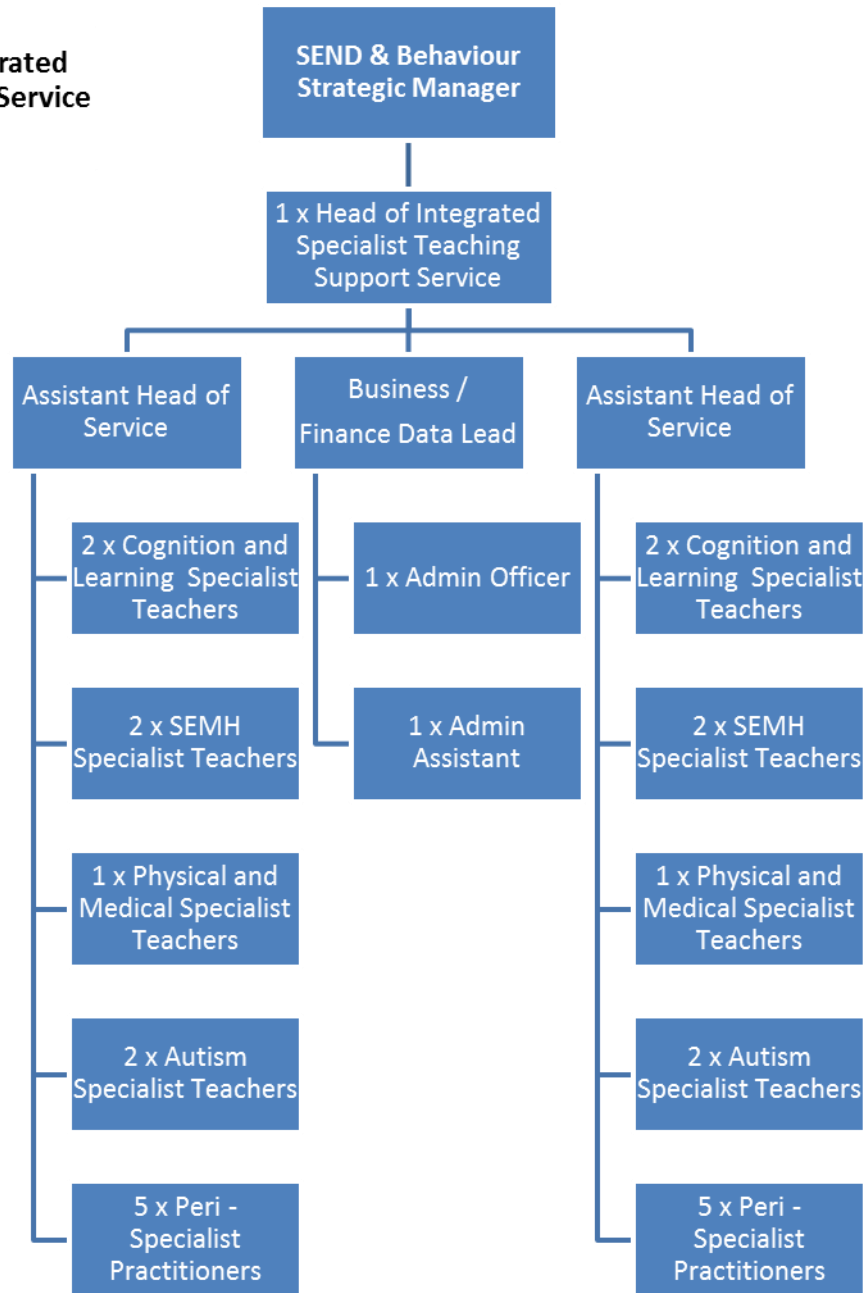
0 – 7 SEND



**Proposed new structure
SEND Centres of Excellence**



Proposed Structure - Integrated Specialist Teaching Support Service (Traded)



Transition Plan 0-7 pathway

In order to achieve the changes outlined in this business plan and deliver the required savings the following timetable for change is proposed:

Proposed timeline 2017 - 2018

Time Period	Focus
8 March 2017	Proposals presented to DMT
22 March	Proposals presented to CMT
24 April	Proposals presented to Labour Group
27 April	OJC Level 2 meeting - briefing
2 May	Briefings with managers; nursery school Headteachers and representatives from the children's centre+ provisions; briefings with staff.
2 May to 6 June	Initial consultation period to inform final proposals for council executive
From April/May 2017 referrals of young children 0-7 to fill existing EYESP places	Referrals of young children 0-7 to fill existing EYESP places
From 2 May to 6 June	Consultation period for siting the 4 th EYESP and expressions of interest
7 - 9 June	Panel meeting to agree siting of 4 th EYESP
20 June	Council Executive
22 June	OJC final proposals and presentation of business case
26 June	Further staff/manager /stakeholder/ partner and council departmental briefings on final proposals
26 June to 31 August	Formal consultation period on proposals
From 1 September 2017	Begin to refer of young children with SEND to fill places at the 4 th EYESP
From 11 September 2017 for 6 weeks TBC	Expressions of interest for the 2 SEND Specialist Centres of Excellence
Week beginning 30 October TBC	Panel to agree siting of the 2 SEND Specialist Centres of Excellence

From week beginning 6 November TBC	Inform bidders of outcomes of panel decision for 2 SEND Specialist Centres of Excellence
8 weeks (2 months) - November/December	Assimilation period, grading panels, following HR processes for the staffing of the SEND Specialist Centres of Excellence
January/February 2018	Redeployment support for any displaced staff
1 April 2018	New structure in place for SEND Specialist Centres of Excellence and operational. SEND 5-16 Traded Service operational.

<p>Report Sponsor: Judith Kirk, Deputy Director Education, Employment and Skills</p>	<p>Contact Officers: Lynn Donohue Early Years Strategic Manager</p> <p>Angela Spencer-Brooke SEND & Behaviour Strategic Manager</p> <p>Extension: 01274 439606 and 439610</p>
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