



Children, Young People and Families a **BRIGHTER** future



a **BRIGHTER** future

365

for
EVERY CHILD
make
EVERY DAY
count

children young people families
BARNSELY CYP TRUST

**SPECIAL EDUCATIONAL NEEDS & DISABILITY
SCHOOL PLACEMENT SUFFICIENCY STRATEGY
2017-2020**

Document revision control

Version	Author/Editor	Notes	Date Published
V1	Richard Lynch / Sue Day		25/08/2017
V2	RL		
V3	RL	Following input from RD & ML	05/09/2017
V4	RL	Following input from ML / SD	08/09/2017
		Initial draft for consultation:	
		Finance	08/09/2017
		SEND Strategy Group	14/09/2017
		DMT	13/09/2017
		SMT	19/09/2017
V5	RL / JA	Amendments to financial Projections	12/10/2017
V6	LF/AS/SMc/GW	Updated data	Draft 01/12/18

Document Sponsor: Margaret Libreri, Service Director Education, Early Start & Prevention (BU1)

Document Owner: Richard Lynch Head of Barnsley School's Alliance (BU1)

Date of document: 1st October 2017

Date of strategy review: 6 monthly – next review 31st March 2018 (under review June – December 2018)

Linked Strategies / Plans:

Children and Young People Plan 2016-19

Barnsley SEND Strategy 2016

Review of Adolescent Pathways and Support (2017-20)

Children Missing Education (2017)

Sufficiency of School Placements for Children with Special Educational Needs & Disability (SEND)

Introduction

Background

Barnsley faces considerable financial pressure in continuing to meet the needs of pupils with Special Educational Needs and Disabilities (SEND). There are increasing numbers of pupils with an Education, Health and Care Plan (or its predecessor, the Statement of Special Educational Needs) and in-borough special school provision is frequently over-subscribed. Our ambition should be that wherever possible children and young people have their needs met in their chosen mainstream setting, educated alongside their peers within their local community. If children's needs cannot be met in a mainstream setting they should have the option of specialist provision as close as possible to their local community.

This SEND Sufficiency Strategy sets out how Barnsley will address pressures within the system, particularly by placing a renewed focus on developing capacity locally to meet the needs of pupils with SEND. Review activity to date has highlighted some areas where significant improvement can be made locally, particularly to prevent pupils having to travel extensively out of borough. Development of this strategy has provided the opportunity to take stock of the range, diversity and impact of commissioned provision and to propose a series of actions to better develop the SEND local education offer.

The actions proposed form the basis of consultation and engagement with parents / carers and children and young people, to ensure their influence over the development of local services.

The Need for a SEND Sufficiency Strategy in Barnsley

Duties set out under the Children and Families Act (2014), state that local authorities must ensure that services work together where this promotes children and young people's wellbeing or improves the quality of special educational provision (s25).

Local authorities must work with one another to assess local need, and must have arrangements in place to plan and commission education, health and social care services jointly for children and young people with special educational needs or disabilities (s26).

Commissioning arrangements should be informed by a clear assessment of local needs and make best use of all the resources available in the area to improve outcomes for children and young people in the most efficient, effective, equitable and sustainable way.

In order to inform commissioning decisions, partners should draw on the wide range of local data sets as well as qualitative information about the likely education, health and social care needs of children and young people with SEN or disabilities.

Data sets reflecting demography, prevalence, numbers of children with special needs and primary need category, use of out-of-area placements for those with low incidence needs, analysis of the key performance indicators and information from the early years foundation stage profiles should all be used to reflect local levels of need and inform sufficiency.

The data pertaining to children placed out of Borough, in specialist provision and cost analysis must be taken into account when evidencing local need and how local resources can respond to that need. Thus, the correlation between sufficiency and future commissioning is clear.

Sufficiency planning also supports any requirements for resources to be re commissioned/de commissioned or developed as the base level of need is clearly evidenced with accurate forecast data supporting future service planning.

Aims of this Strategy:

To maximise available resource to ensure children and young people have access to the right school provision to meet their needs, wherever possible within Borough.

To realise our ambition, as stated in the Barnsley SEND Strategy, that children and young people wherever possible are educated within their own community.

To ensure all commissioned provision delivers best outcomes within a value for money framework and works effectively with local mainstream and specialist settings to support children and young people within their family and community networks.

To develop a partnership approach to ensuring the appropriate range and capacity of provision is available locally to meet the needs of pupils with SEND.

Objectives:

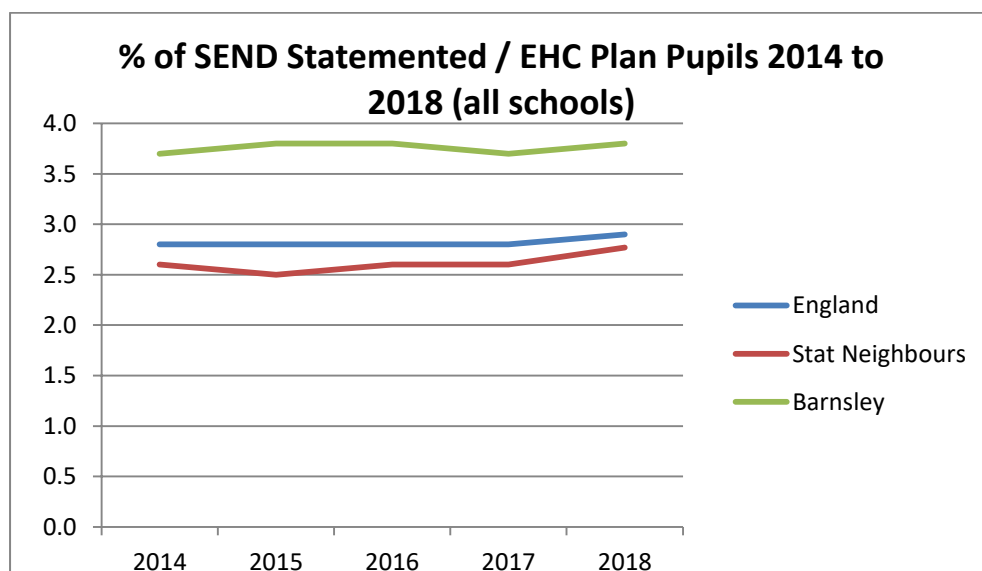
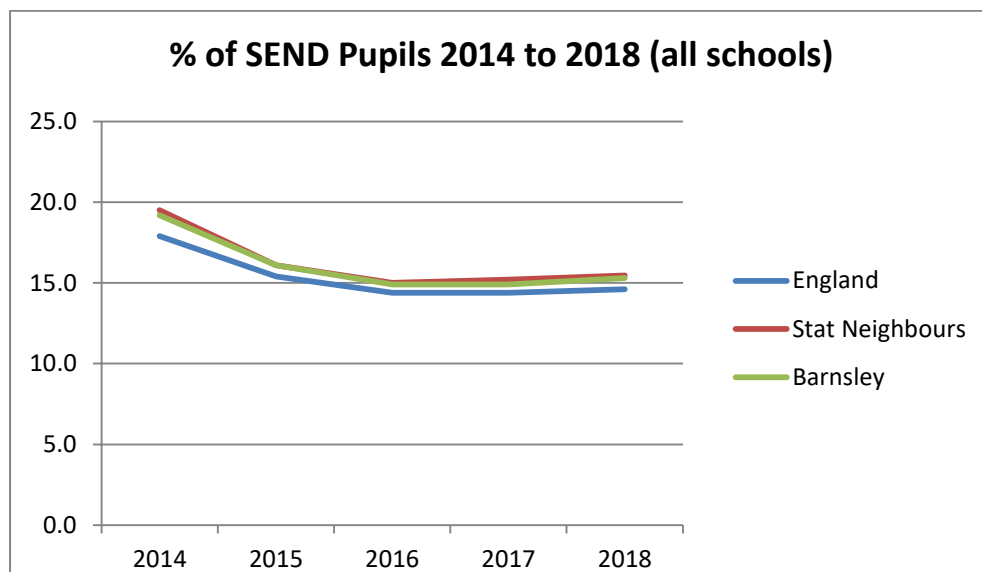
To deliver a system-wide approach that:

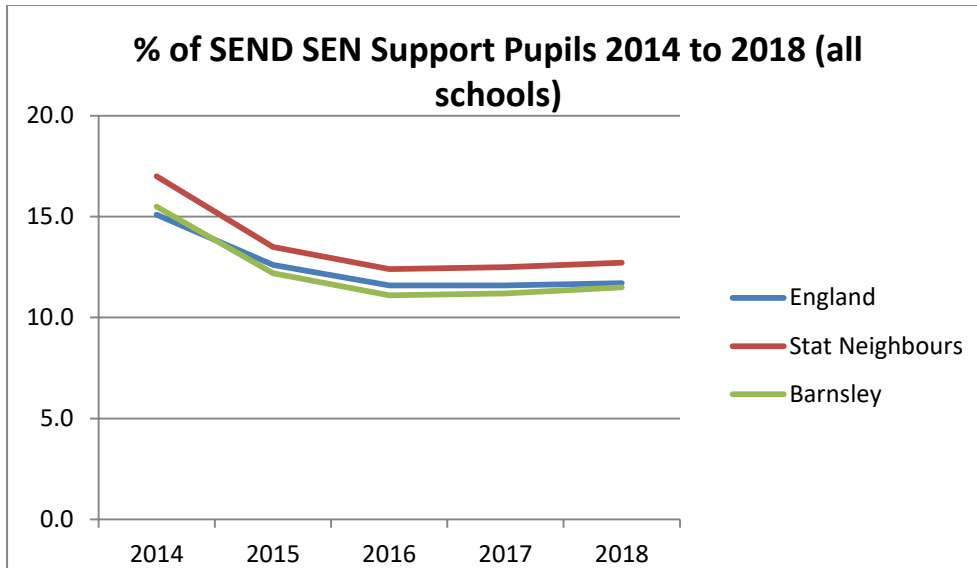
- places children, young people and families at the centre of planning, respecting their views and working with them as partners to deliver best possible outcomes;
- works together to prevent wherever possible children and young people from requiring non-mainstream and specialist education;
- promotes person-centred specialist support ,where required, with a view to building capacity in mainstream and inclusive provision wherever this can be said to be in the best interests of the educational and broader outcomes of the child and their family (graduated response);
- ensures that children and young people requiring ongoing specialist support are placed in the best possible provision to meet their needs and are supported to experience a stable and enjoyable school life.
- promotes support and provision to young people to allow them to develop their independence and to enjoy a successful transition to adulthood

Assessment of Need

SEND – Local and National Context

The school population in Barnsley has been increasing year on year since 2011. In January 2018, there were 33,980 pupils on roll in Barnsley schools compared to 32,761 in January 2016 (this includes State-funded Primary, Secondary and Special schools, (including academies, Independent Schools and Pupil Referral Units). Of these, 15.3% had a special educational need or disability compared with 14.6% nationally. 3.8% of pupils had a statement or Education Health Care Plan in comparison to 2.9% nationally, whilst 11.5% required SEN Support in comparison to 11.7% nationally.

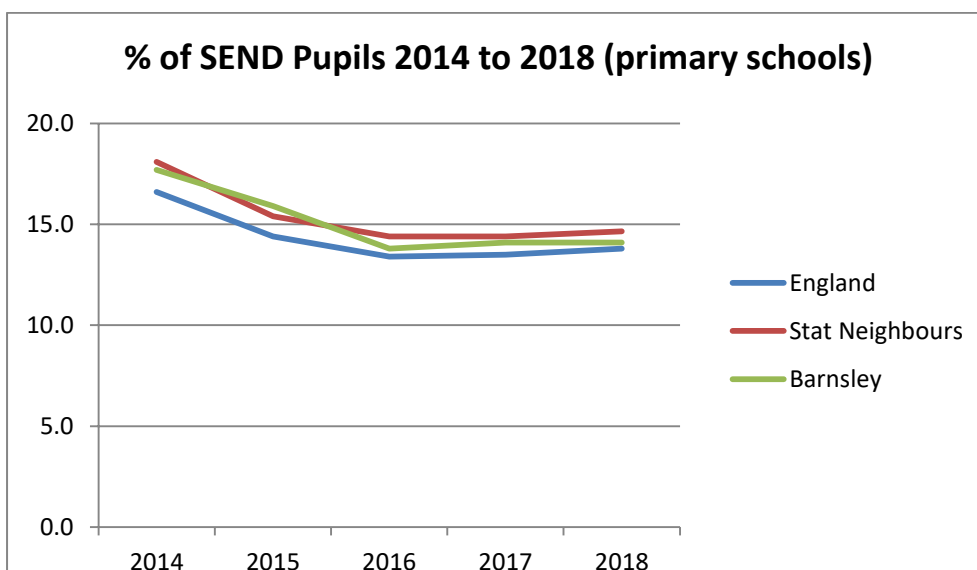


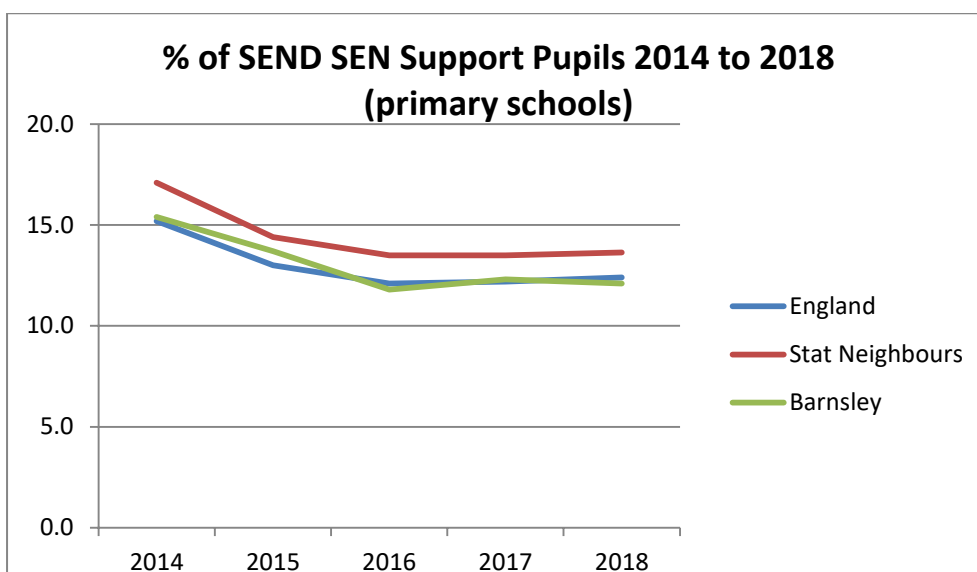
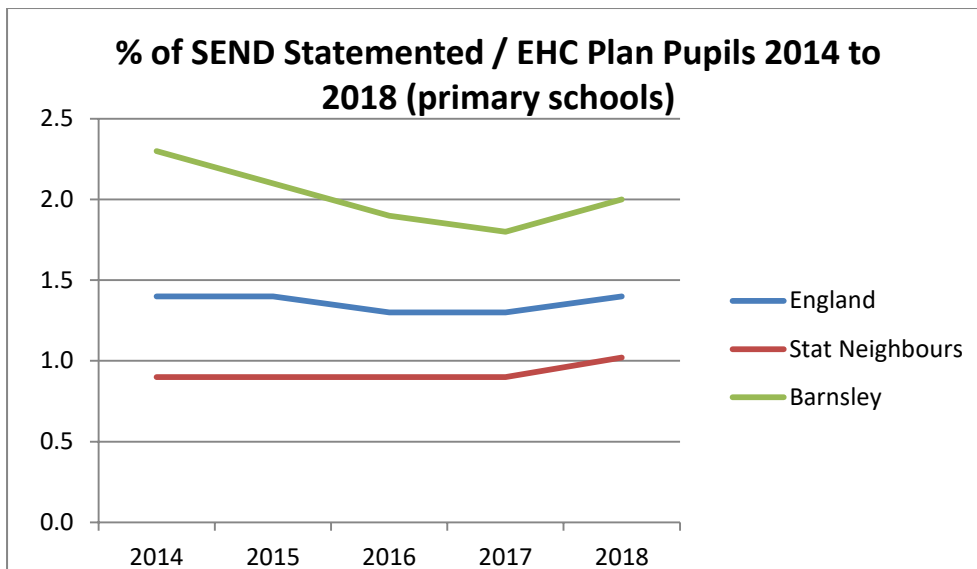


However the figures above do not take account of children and young people placed outside of Barnsley. Data as at January 2018 indicates that of the 1850 children and young people that the local authority maintained a statement or Education Health Care plan for, 265 were placed out of borough with 178 of these pupils being of school age. As we work to meet the needs of more of our learners within Barnsley, as opposed to out of borough, this figure may well see an increase over the next few years.

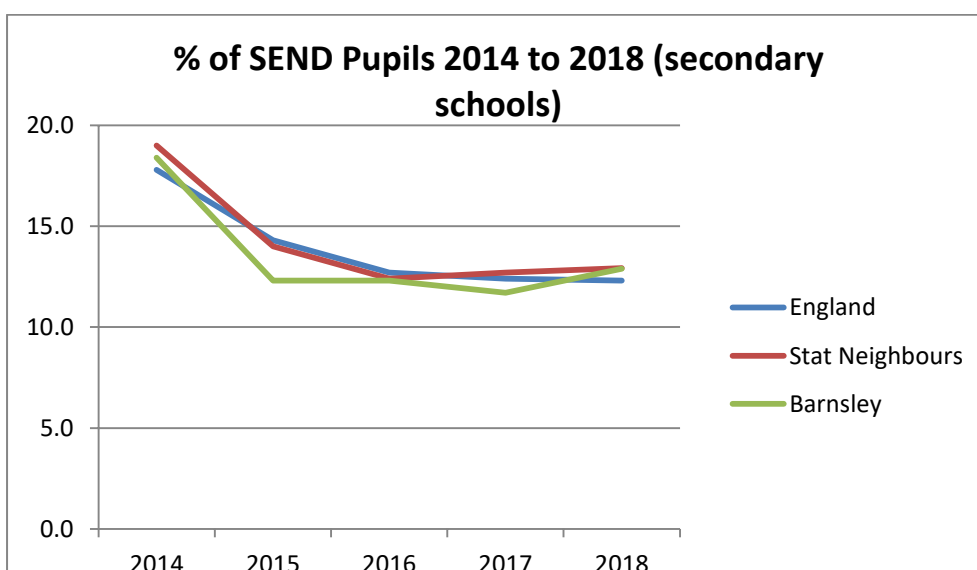
When broken down by school phase for state-funded schools only, there were 21,549 pupils in Barnsley Primary Schools, 11,755 in Secondary Schools and 405 in Special Schools at January 2018.

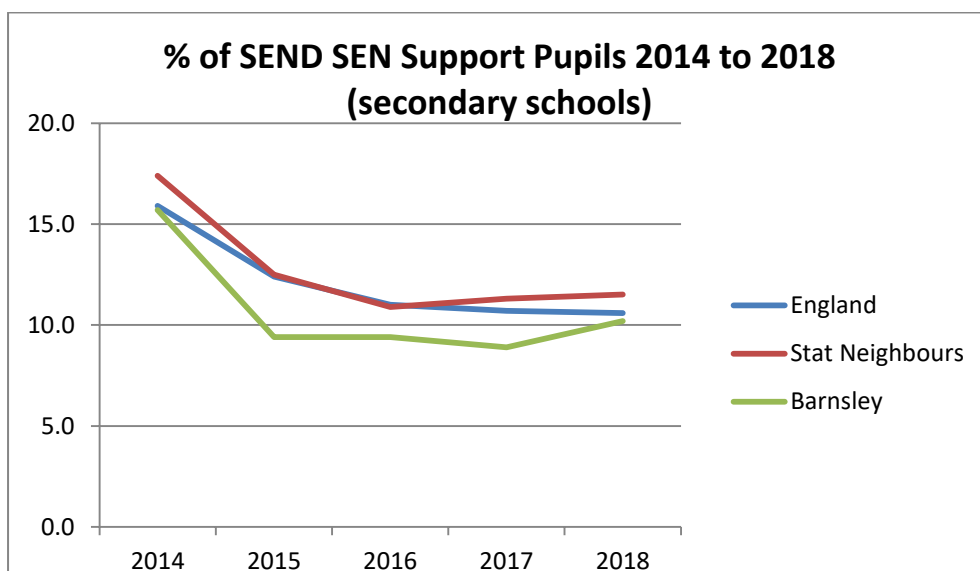
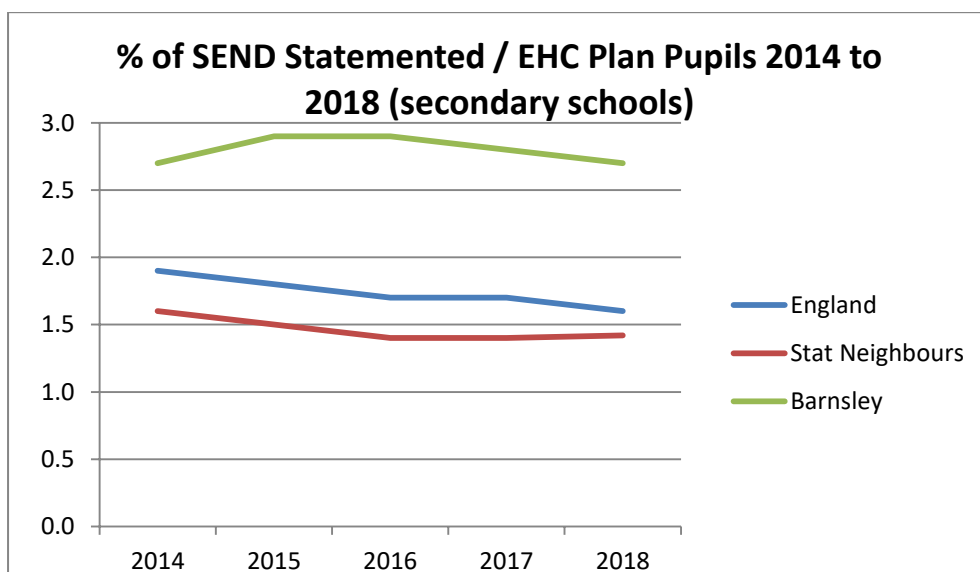
14.1% of primary school pupils had a special educational need or disability which is higher than the national figure of 13.8%. 2.0% had a statement or Education Health Care plan in comparison to 1.4% nationally, and 12.1% required SEN support, below the national figure of 12.4%.





12.9% of secondary school pupils had a special educational need or disability, which is higher than the national figure of 12.3%. 2.7% had a statement or Education Health and Care Plan in comparison with 1.6% nationally, and 10.2% required SEN Support, below the national figure of 10.6%.





The latest data from the January 2018 School Census shows that the percentage of pupils with SEND in Barnsley state-funded primary schools has remained at 14.1% overall, but there has been an increase in the percentage of pupils with a statement or Education Health Care plan from 1.8% to 2.0% and a drop in the percentage of pupils requiring SEN Support from 12.3% to 12.1%.

In Barnsley state-funded secondary schools there has been a significant increase in the percentage of pupils with SEND from 11.7% to 12.9%. This is due to the increase in the percentage of pupils requiring SEN Support from 8.9% to 10.2%, whilst those with a statement or Education Health Care plan has decreased from 2.8% to 2.7%.

**all comparator data is drawn from January 2018 Special Educational needs in England SFR37/2018*

Current Position in Barnsley

In January 2018 the local authority was responsible for 1847 Statements of Special Educational Need and Education Health and Care Plans, compared to 1726 in January 2017. Of these, 33.6% of learners were placed in specialist provision compared to 36.3% in 2017 and 66.4% were placed in mainstream provision compared to 63.7% in 2017. This overall reduction in the proportion of learners in specialist provision however, masks the significant increase in the number of learners placed in independent special schools.

The Local Authority is required to provide a statistical return to the Department for Education referred to as the SEN 2 return. This highlights trends in activity and requires explanations if significant variances are reported. From the SEN 2 return the table below highlights the increase in maintained statements and plans that the Local Authority is responsible for. This shows that over a 5 year period there has been an increase of approximately 636 cases being maintained by the LA equating to a 52% increase. This in turn has a significant financial impact as well as a resource implication adding to the pressure within the High Needs Block.

	Statements	Education Health and Care Plans	Total
SEN2 2013	1211	0	1211
SEN2 2014	1216	0	1216
SEN2 2015	1310	5	1315
SEN2 2016	1142	232	1374
SEN2 2017	848	757	1605
SEN2 2018	192	1655	1847

The age breakdown is as follows:

Under age 5	46
Aged 5 to 10	605
Aged 11 to 15	643
Aged 16 to 19	451
Aged 20 to 25	102
TOTAL	1847

The SEN2 return also identifies the types of establishments that these children and young people currently attend:

Non-maintained early years settings in the private and voluntary sector	20
Mainstream school: LA maintained (including foundation schools)	420
Mainstream school: LA maintained (resourced provision)	26
Mainstream school: academy	323
Mainstream school: academy (resourced provision)	41
Mainstream school: independent school	2
Special school: LA maintained (including foundation schools)	25
Special school: academy/free	400
Special school: Non-maintained	21
Special school: Independent special schools	102
AP/PRU: Academy	16

Post 16: General FE and tertiary colleges/HE	390
Post 16: Other FE	24
Post 16: Sixth form college	4
Post 16: Specialist post-16 Institutions	5
Educated elsewhere:	
Other - arrangements made by the LA in accordance with Section 319 of the Education Act 1996 or Section 61 of the Children and Families Act 2014	3
Other - arrangements made by parents in accordance with Section 7 of the Education Act 1996	16
Awaiting provision - final statement/EHC plan issued but awaiting placement	4

The profile of statements and plans has altered to reflect the transitional arrangements in accordance with the revised legislation in 2014. The statutory requirement was for all Statements to have been converted to Education Health and Care plans by March 2018. All conversions were completed in Barnsley by the statutory deadline.

Requests for Statutory Assessments of Need have continued to increase over a 4 year Period, which in turn has placed a considerable pressure on resources and allocated funding.

01.09.14 to 31.08.15 – **248** requests for assessment **(an average of 20.67 per month)**

01.09.15 to 31.08.16 – **255** requests for assessment **(an average of 21.25 per month)**

01.09.16 to 31.08.17 – **329** requests for assessment **(an average of 27.42 per month)**

01.09.17 to 31.08.18 – **425** requests for assessment **(an average of 35.4 per month)**

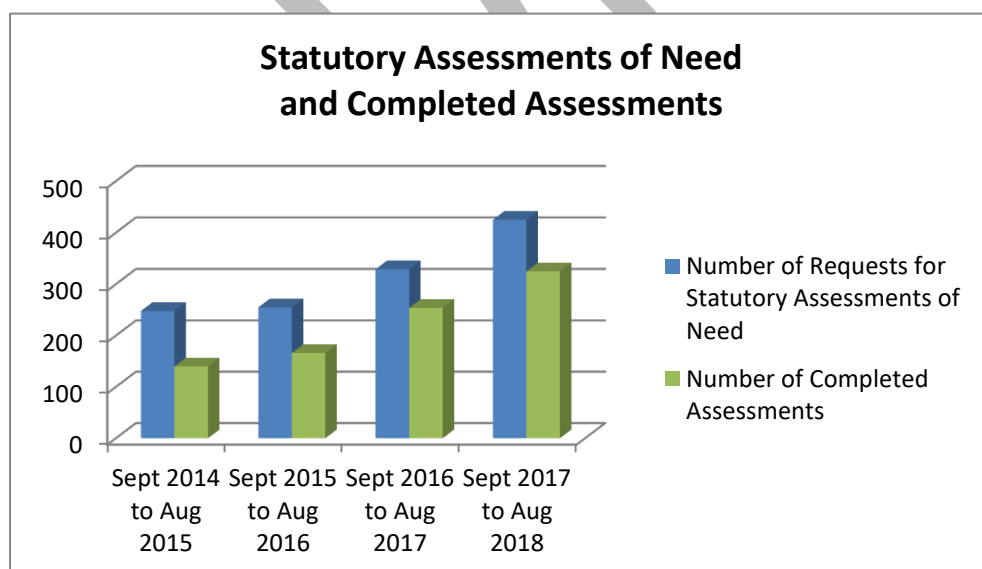
The majority of requests result in an assessment being carried out and in most cases conclude with a plan being issued, based on thorough assessment of what is required to meet a child's needs.

01.09.14 to 31.08.15 – **140** completed assessments **(an average of 11.67 per month)**

01.09.15 to 31.08.16 – **166** completed assessments **(an average of 13.83 per month)**

01.09.16 to 31.08.17 – **254** completed assessments **(an average of 21.17 per month)**

01.09.17 to 31.08.18 – **325** completed assessments **(an average of 27.1 per month)**



In summary there is an overall increase in all areas of activity for this cohort of pupils, including assessment of need, issuing and maintenance of plans, requests for increased funding and placements in specialist and out of Borough provision.

In June 2018 there were 126 pupils placed out of Borough in independent provision (approved placements for September 2018 increases this number to 143), and 89 pupils placed in other Local Authority mainstream and special schools (approved placements for September 2018 increases this number to 100).

Consultation with local provision is undertaken prior to placing pupils out of Borough in order to determine if the pupil's needs can be met locally and that a graduated response has been considered. Therefore pupils have been placed out of borough because efforts to place them locally have been exhausted.

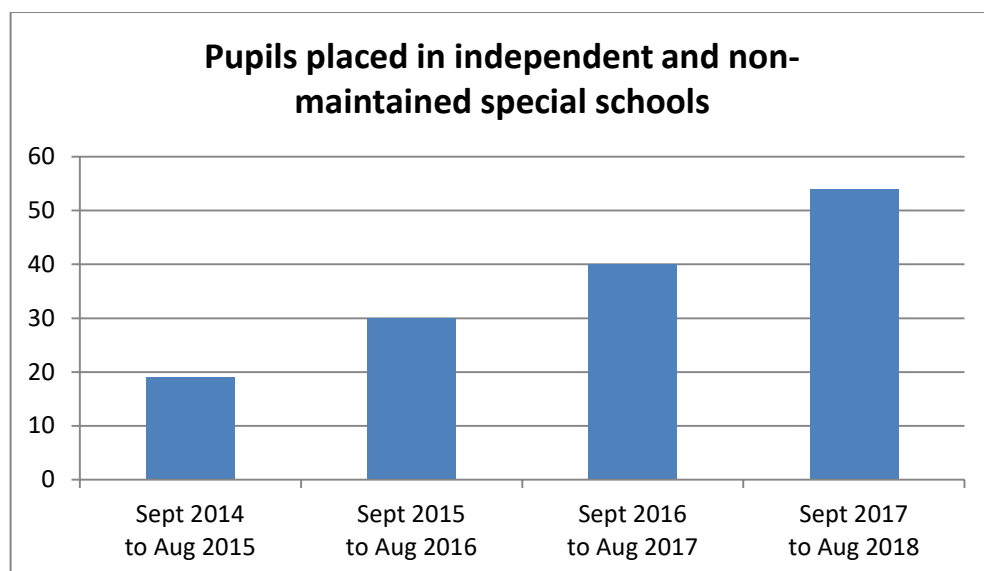
The 'primary need' profile of these (out of borough) pupils in June and September 2018 was as follows:

Primary Need	June 2018	September 18
SEMH (Social, Emotional & Mental Health)	73	81
ASD (Autistic Spectrum Disorder)	32	44
HI (Hearing Impaired)	3	3
PD (Physical Disability)	1	1
PMLD (Profound & Multiple Learning Disability)	3	5
SLCN (Speech, Language & Communication Needs)	13	7
SLD (Specific Learning Difficulty)	1	1
Total	126	143

As noted the significant level of needs is attributable to SEMH and ASD. For some pupils there is a dual diagnosis of ASD and ADHD which at times can be challenging when determining the most appropriate provision if there are other associated difficulties.

The numbers of pupils placed in independent and non-maintained special schools has increased significantly:

- From 01.09.14 – 31.08.15 there were **19** pupils placed (**average of 1.5 per month**).
- From 01.09.15 – 31.08.16 there were **30** pupils placed (**average of 2.5 per month**).
- From 01.09.16 – 30.08.17 there were **40** pupils placed (**average of 3.33 per month**).
- From 01.09.17 – 31.08.18 there were **54** pupils placed (**average of 4.5 per month**).



This increase in placement activity has significantly contributed to the financial pressure highlighted within the High Needs Block.

Parental preference for the Local Authority to consult with specific provision must be pursued in accordance with section 33 and 39 of the Children and Families Act. The child's parent or the young person has the right to request a particular school, college or other institution to be named in their plan. The Local Authority **must** comply with that preference and name the provision unless:

- It would be unsuitable for the age, ability, aptitude or SEN of the child or young person, or
- The attendance of the child or young person there would be incompatible with the efficient education of others, or the efficient use of resources.

Therefore all of the pupils placed out of Borough have been duly placed as a result of local provision indicating that they cannot meet need or is full, or where parental preference is for out of Borough provision, and the authority considers that the above criteria are not met.

Projecting Need at Population Level

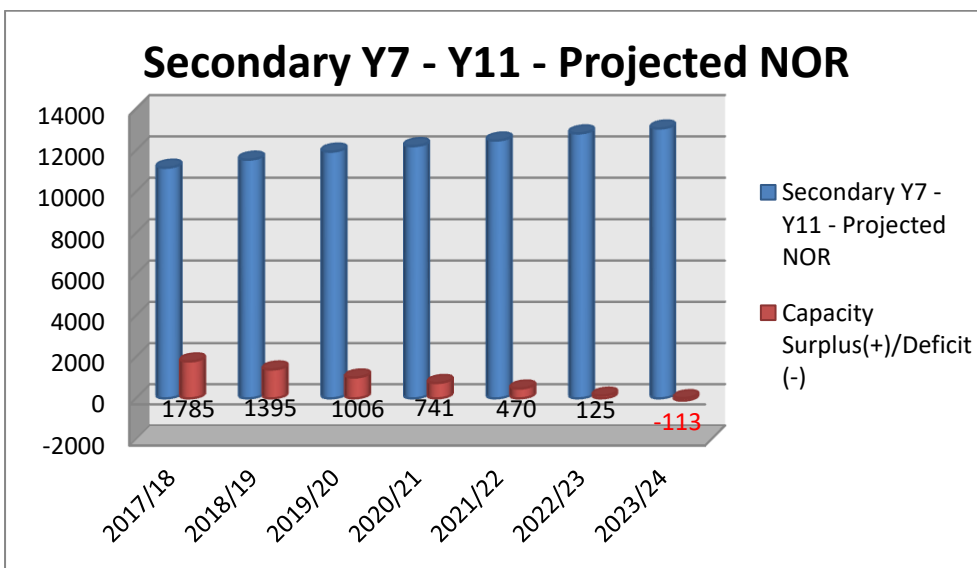
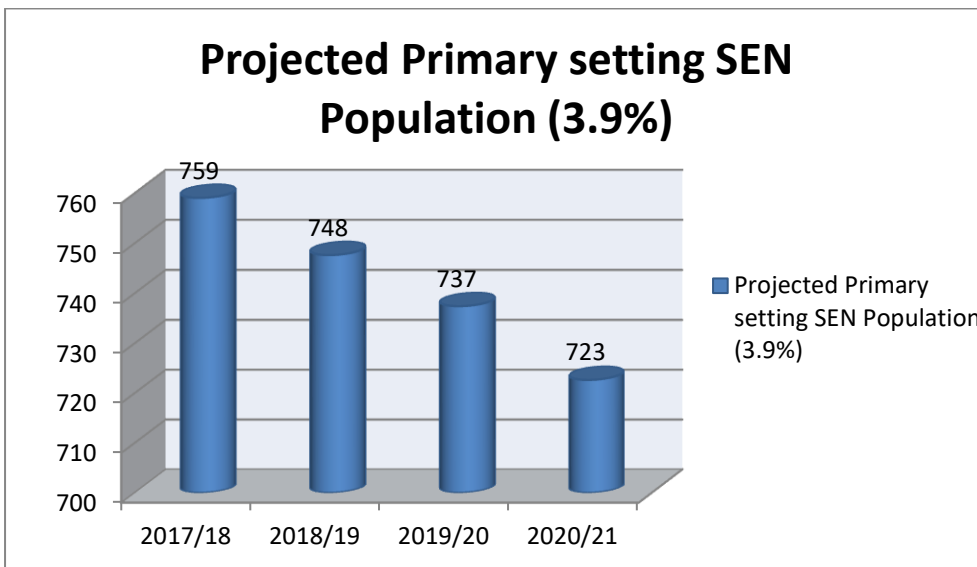
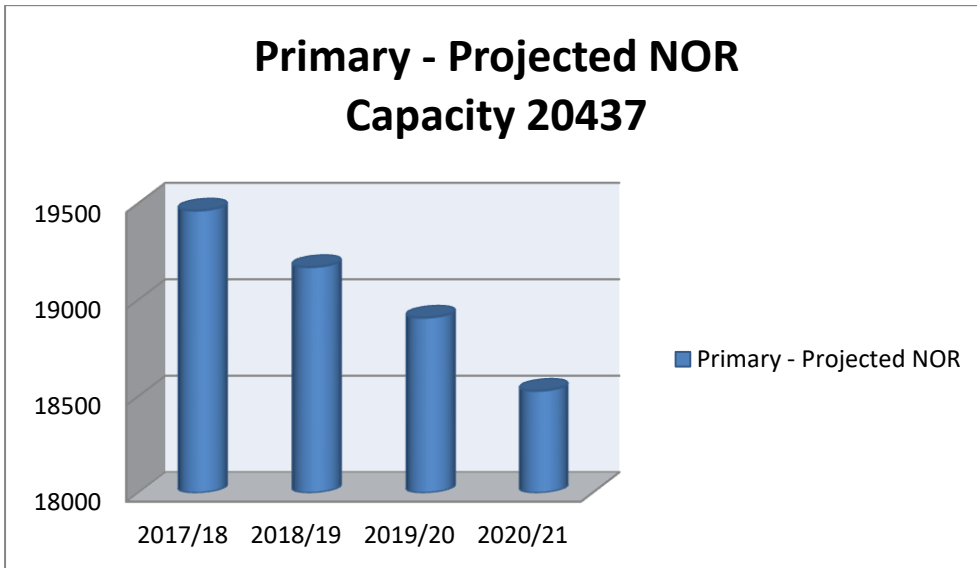
There is an anticipated increase in the year 7 school population projected to peak in 2022/23. At the same time, the data demonstrate that numbers in primary peaked in 2017/18 and should start to fall slightly and plateau in subsequent years.

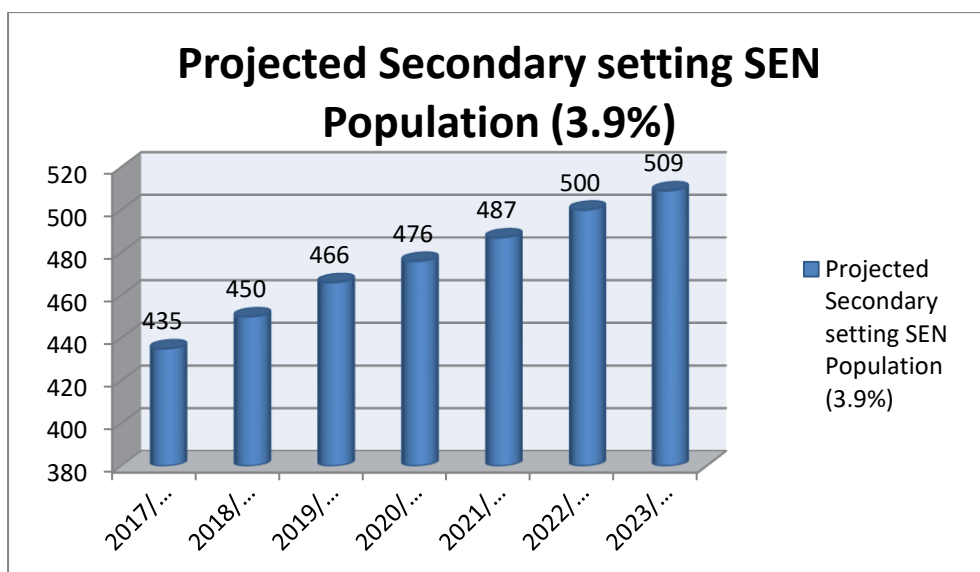
When this is extrapolated for SEND pupils, using a 3.9% EHCP measure, the expectation is that numbers of pupils with an EHCP should remain relatively stable in Primary but continue to increase in Secondary.

The graph below details projected numbers on roll for primary phase. These numbers should be treated with caution however as there were around 250 more applications for primary places for 2017/18 than anticipated. The reasons for this are being investigated and projected NOR may need to be further adjusted by this number in due course.

Allowing for a small increase in the rate of pupils with an EHCP, numbers in primary settings is shown

below.





The needs of SEND children are very specific to each individual and can be difficult to predict in terms of prevalence and trends. It is difficult therefore, to anticipate need developing only in line with demographic changes. As the data above suggests, the increase in requests for assessment and the numbers of plans issued, doesn't necessarily correlate with straightforward population growth.

When the Children and Families Act (2014) reforms were first introduced, the expectation was that EHCPs would only be required to support the 2% of pupils with the most complex needs. National Statistics (SFR May 2018) report a continued increase in the number of statements and EHC plans nationally from 287,290 in January 17 to 319,819, representing an 11.3% increase. This is driven by large increases in the 16-19 and 20-25 age groups. Barnsley also saw an increase in the number of statements and EHC Plans, going from 1605 in 2017 to 1847 in 2018. This increase of 15.1% is higher than the national increase although it is also mainly attributed to the increase in the number issued in the 16-19 age group.

The increasing numbers of specialist, out of borough placements are an indication that Barnsley is currently unable to meet the needs of an increasing proportion of SEND pupils within local provision. There is also evidence of a growing demand for high cost post 16 placements in the independent and non-maintained sector. In 17/18 there were 14 young people in these placements and in 18/19 there are 25. Projections for 19/20 indicate a further 15 young people requesting placements bringing the total to 40. **This represents the most significant challenge to SEND Sufficiency planning for the coming period.**

In particular, there is a challenge in meeting the needs of children with a complex profile of SEND including Social, Emotional and Mental Health (SEMH), Autistic Spectrum Disorder (ASD) and Speech, Language and Communication needs (SLCN).

Sufficiency Planning and Making the Best Use of Resources

In addition to special school places, Barnsley is required to develop a 'graduated response' to meeting the needs of SEND pupils. Support should be arranged as a continuum, with children helped to remain in their own school wherever possible.

Through the reforms to SEND planning and delivery introduced through the Children and Families Act (2014), local authorities and CCGs have a duty to consider the extent to which children and young people's

needs could be met more effectively through integrated planning and commissioning and aligning or pooling budgets in order to offer greater value for money, improve outcomes, and/or better integrate services for children and young people.

Partners should consider how best to ensure the resilience of families and local services to enable children and young people with more complex needs to participate actively in their local community, have better access to local services, and the development of universal support to ensure effective use of specialist services.

In order to ensure best use of local resources, sufficiency planning must take into account how accessible and equitable current provision is, including health and social care support. We must also ensure that access and decision making for specialist provision is transparent, with a clear pathway to support the principle that specialist school places and resources are used by children with the greatest level of need.

Sufficiency planning must also ensure that there is adequate provision of the correct type and that it is located within accessible range to the community. This requires us to consult with key stakeholders, partners, children and families to ensure if provision is re/de-commissioned and that any future changes or relocation of services can be evidenced. Changes to services for children with special educational needs should also be subject to the 'SEN Improvement Test' and duties under the Equalities Act.

We need to be confident that we have the right type of provision, of the right volume and in the right place. Provision should be able to meet local need, and thus reduce the number of children being placed out of Borough.

The voice of the child, young person and family is central to meeting special educational needs, and consideration must be afforded to parental preference. If we are to develop resilience in mainstream provision and gain greater parental confidence within this sector, this strategy must also take into account place elements and support provision within universal and mainstream services and to reduce the reliance on the limited capacity of our special schools.

The vast majority of children with SEN are supported and educated within mainstream services. We therefore need to reinforce support at key points of transition and in particular at secondary transfer.

The mainstream sector therefore has a crucial role to play when considering SEN support and sufficiency within the Borough.

Finance and Use of Resources

Dedicated Schools Grant (DSG) high needs funding represents the main source of funding of education support to pupils / learners with assessed special education needs (SEN). The original SEND strategy highlighted the challenges facing the authority's high needs budget. A budget deficit of £5.2m was reported for 2017/18 and was carried forward into the current financial year. A number of commissioning actions / measures were put forward to address demand / sufficiency of specialist places locally.

The financial impact (on the deficit) of the proposed actions was reflected in the SEND financial plan, which informed the high needs budget agreed for 2018/19. The overall HN budget for 2018/19 is £15.6M (after adjusting for EFSA funded places) and includes £1.4M transferred from the schools budget to alleviate SEN pressures. The budget allocation includes £7.6M that is retained centrally by the Council and used to fund amongst others; SEN placements in non-maintained special schools; specialist resource provision; SEN support services; and exceptional funding provided to schools.

Barnsley continues to face pressures against the high needs budgets in 2018/19 as a result of the following:

- An accumulated deficit budget of £6.7m was planned for 2018/19. Latest forecast indicate a potential accumulated deficit of £7.3m;
- DSG high needs allocation from the Government does not reflect the demand / growth pressures facing Barnsley;
- Increasing number of pupils / learners with Education, Health, & Care Plans requiring additional education support in schools and colleges;
- Increasing number and cost of external specialist placements (in independent non-maintained special schools).

Future Risks / Sustainability

The 5-year financial plan highlights an ongoing budget deficit in future years, which would be exacerbated by the increasing deficit in 2018/19. In addition the HN budgets would continue to face risks in relation to the growth in number of pupils with EHC plans and number of placements in out of authority non-maintained schools (however it is envisaged that the additional places commissioned locally would mitigate this risk).

There is increasing pressure from special academies / providers for increased top up funding to address affordability issues resulting from increased pay costs (e.g. national living wage). These, if agreed, would place significant pressure against already stretch budgets.

The latest consultation by the DfE on the reporting of DSG, if implemented, puts pressure on the Council / schools to address the cumulative HN deficit within a fixed timescale (maximum of 3 years). However, in exceptional cases, DfE may accept a recovery plan that leaves some accumulated deficit to date outstanding – as long as in-year deficit is addressed within the 3 year period.

The current specialist provision within the Borough is as follows:-

- Greenacre has 331 places (including satellite provision)
- Springwell Special Academy has 106 places (not including alternative provision academy)
- 83 places in Resource Provisions across the Borough

The following shows the overall number of high needs places commissioned for 2018/19 academic year compared to 2017/18 as notified and confirmed by the EFA under the notification process:

Institution Name	2017/18 Allocated EFA funded places	2018/19 Planned places	Change
Barnsley College	334	349	+15
Greenacre School	331	331	0
Barnsley MBC	15	0	- 15
Independent Training Services	15	15	0

Royston Meadstead Academy	10	12	+2
Hoyland Springwood Academy	10	12	+2
Carlton Outwood Academy	25	25	0
Springwell Alternative Academy	99	99	0
Springwell Special School	96	106	+10
	935	949	+14

High Needs Places	Allocated Places 2017-18	Planned Places 2018-19	Change
Horizon	12	8	-4
Joseph Locke primary	10	8	-2
Worsborough Common primary	10	10	0
Oakhill	8	8	0
	40	34	-6

Most of the above placements were allocated for September 2018. Two of the resource provisions were over the commissioned numbers by 4 places – these are being funded through exception. Greenacre and Springwell Special schools had the majority of their places allocated for September 2018.

In addition to the 99 alternative academy (Pupil Referral Unit) places at Springwell, we previously commissioned 21 places over and above the published admission number (PAN). We have decommissioned these places from September 2018 as 53 year 11 pupils left the provision, and we plan to transfer them as an additional 21 SEMH special school places. In addition, a further 10 SEMH places have been commissioned from September 2018. In order for these additional places to be made available to the local authority capital funding will be required to refurbish existing premises.

Springwell Special Academy continues to be oversubscribed. The placement arrangements for pupils within SEMH provision does differ as the placement requests continue throughout the academic year at a greater rate, and due to the complexity of need it is a difficult cohort to forecast future provision for.

Reviews of Existing Provision

Regular reviews of our Resourced Provisions and out of Borough non-maintained and independent special schools are undertaken. The key messages to arise from these reviews are summarised below.

General Feedback

Overall, the range of provision reviewed and the individual cases considered suggest that pupils are placed within provision appropriate to their needs.

There was evidence that parent's / carers' views indicated good levels of satisfaction with provision.

There was also evidence of settings addressing complaints and concerns appropriately, and that actions had been taken.

Main findings in relation to Resourced Provisions

A Resourced Provision (RP) is a specific arrangement whereby the local authority commissions a designated number of places for specialist provision within mainstream schools and settings. Pupil's allocated places in the RP are added to the roll of the school to allow them to be educated and supported within a mainstream setting whilst also receiving access to specific expertise to meet their needs.

All but one of our RPs are within local schools that are rated 'good' by OfSTED.

The majority of pupils placed in Barnsley RPs are progressing at 'expected' or 'above expected' levels.

The provision of some support services to RPs is inequitable (e.g. SALT) and although it is recognised by reviewers that this may be rooted in historical commissioning arrangements, it potentially impacts on the range of placements offered by individual RPs and on parental choice.

Due to the varying level of complexity of pupil need, RPs are required to operate a flexible model and therefore utilise resources differently.

Out of Borough Provision (including Independent School provision within Barnsley)

The first key message to arise from the information available to reviewers is that there is little evidence to suggest that what has been observed in out of borough settings could not be replicated much closer to home and, in most cases, within Barnsley. Some excellent practice has been observed which Barnsley should learn from in order to develop local models of support for SEND children, even those experiencing multiple and complex barriers to learning.

The quality of provision observed has been generally good with some examples of outstanding practice. There are however, a small number of settings where progress isn't felt to be in line with expectations and where a more structured approach to learning would benefit individual pupils. Use of provision mapping was not evident in all settings.

The quality of learning environments varies considerably. Some settings are clearly established to provide a calm and nurturing environment in order to address particular learning and behavioural needs. There were a small number of settings visited, however, where the facilities were not felt by reviewers to be of an acceptable standard for the care of our pupils.

The reviewers were not aware of, nor did they find evidence of, any immediate concerns regarding individual pupils that would give rise to the need to urgently review a placement. There was one case however, where the placement was not felt to be meeting need, which has been dealt with outside of this review.

Progress of pupils varies. There is good evidence in some settings of pupils with previously very challenging needs having progressed in line with or above expectations. However, there were also a small number of cases where the reviewers felt pupils had not progressed as had been hoped.

Overall attendance in general is satisfactory but with some exceptions. One out of borough provider felt that relationships with local services needed to be strengthened in order to improve the effectiveness of the partnership around pupils and their families.

In terms of value for money there are some concerns regarding evidence of best use of resource, for

example numbers of staff deployed for activities and numbers of children evident within the setting.

There are issues identified regarding contractual compliance; for example, one setting couldn't evidence individual files having been kept up to date. In addition, there were a number of settings identified where practice around notifications to the local authority regarding attendance and incident reporting needs to improve.

There is a concern arising from the review regarding the amount of time some pupils have to spend travelling to and from school. Although most of the settings furthest from Barnsley are within recommended maximum travel time, when busy roads and multiple pick-ups are factored in, it is clear that more needs to be done to develop provision locally in order to avoid pupils spending such an extensive time travelling.

Areas of Strength in the Local System and Emerging Practice

Special school provision provided locally through Greenacre and Springwell is highly regarded by parents and professionals and rated 'Outstanding' by OfSTED.

There are some excellent examples of good practice both in local provision and in out of borough, non-maintained and independent special schools.

Joint commissioning arrangements, particularly for more complex cases, are well established and enjoy strong partnership support. Commissioning with NHS Barnsley CCG is supported through a s75 NHS Act (2006) agreement.

In addition to the transfer / conversion process, the Assessment and Review Team (SEN) are also processing the majority of new requests for assessment within the timeframes established under the new legislation. In January 2018 Barnsley completed 66.7% of EHC plans within 20 weeks compared to 64.9% nationally in January 2017.

Placement planning for children with complex needs is improving, with most places at Greenacre School able to be offered to pupils by the statutory offer deadline of 21st February 2018. This is a positive achievement that, for the first time in Barnsley, affords families of children with very specialist SEND the same opportunities to plan for their new school life within a similar timeframe as their non-SEND peers.

Of the children for whom a special school place is not suitable or appropriate, consideration is also given to resourced provision or additional support within mainstream school settings.

A multi-agency SEND programme board has been established to drive forward the aims of the Barnsley SEND Strategy and is making good progress in identifying and addressing system-wide issues for children and families.

Why the Increasing Demand for Out of Borough Placements?

In 2014 the SEND reforms and the revised SEND code of practice became statutory as part of the Children and Families Act (2014). The period leading up to this, which was critical for schools and local authorities in terms of planning and preparation for implementation of the anticipated SEND reforms, was also a

period of other significant change in education. As a consequence of DfE policy on underperforming schools, there was an acceleration in the academies conversion programme. In Barnsley for example, 22 schools converted in the academic years 2012- 2014, more than half of the total number of conversions to date in the authority. There were also changes to school funding arrangements which resulted in a shift of resources from central support services, such as behaviour support, to individual school budgets.

These changes will have had an impact on the demands being made of schools and local authorities in terms of SEN arrangements, but also more broadly on capacity to respond coherently and strategically to an early emerging trend of increased demand for specialist provision.

The period since the introduction of the Children and Families Act (2014) has seen a fundamental change in the way the needs of children with SEND are presumed to be met, with the first £6k of potential funding for SEND pupils now allocated directly to schools and deployed at their discretion to meet the needs of individuals.

The assumptions of the SEND reforms introduced through the new legislation were that only the 2% of children with the most complex needs would need an Education, Health & Care Plan, and that of these, the majority could be supported in mainstream schools.

The low level of funding available to Barnsley schools through the national funding formula may go some way to explaining how some schools feel unable to meet needs within existing resources. Research from the Joseph Rowntree Foundation (Special educational needs and their links to poverty 2016) claims a clear link between SEND and children living in poverty. In 2015, 28.7% of children who were eligible for free school meals (FSM) in England were identified as having SEND. This compares to 15.4% in the general school population. In Barnsley there is a higher than national percentage of children eligible for and claiming free school meals and this is mirrored in the SEND population. In 2018 36% of children and young people with an EHCP or statement were eligible for and claiming FSM in Barnsley, compared to 30.9% nationally. For those receiving SEN support, 33.1 % were eligible for and claiming FSM in Barnsley, compared to 25.4% nationally.

The process for issuing an EHCP is a complex one, with criteria to be fulfilled by schools and others before it can be agreed. However, if a mainstream school is struggling to meet the needs of a child within existing resources, it is reasonable to assume that both professionals and parents are more likely to view the need for an EHCP as a necessity. Feedback from parents suggests there is little confidence in the current system and its ability to meet needs at the earliest stage possible, particularly within mainstream provision. *'They (mainstream schools) don't want our children in their school'* was the comment from one parent of a child with SEMH needs.

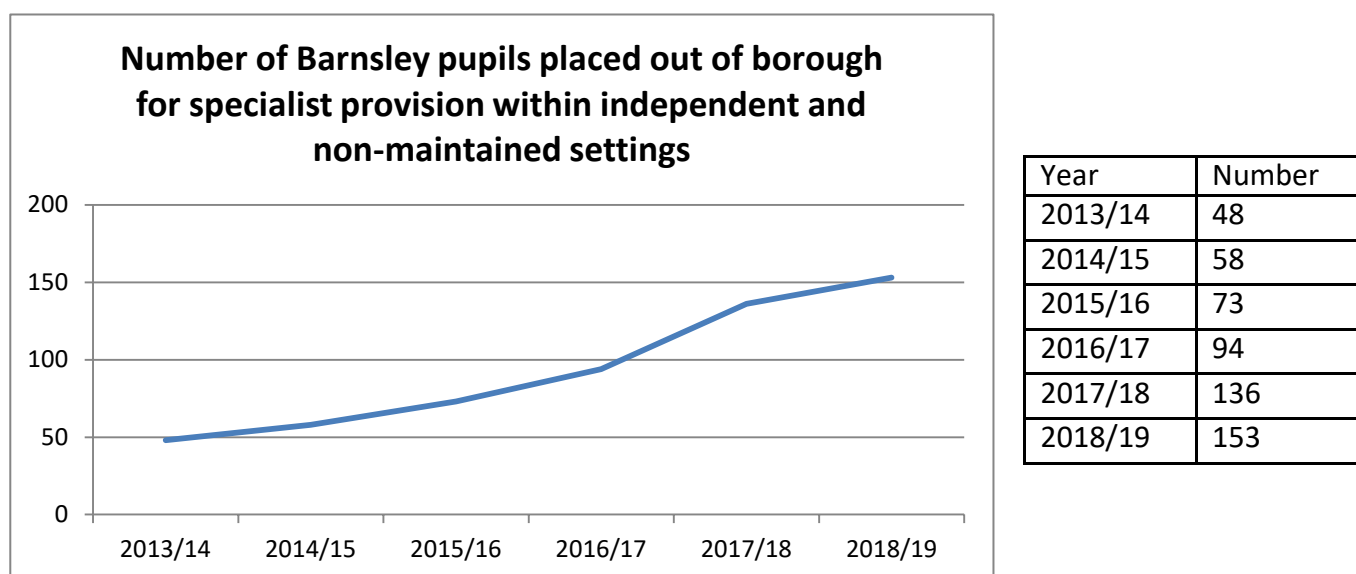
The period leading up to the introduction of the reforms coincided with Government policy for all schools to eventually become academies by 2020. Although the central policy position has since shifted, planning within BMBC at the time anticipated a much reduced role for the local authority in schools and accordingly, reduced resource for central support with some services moving to a partially traded model. In addition, Resourced Provisions in mainstream schools were handed over from BMBC direct management to the control of individual schools. Although the quality of provision is generally good in RPs, the absence of robust service specifications and contract management may have contributed to confusion around decision-making for which children are placed in RPs and has restricted the scope for strategic oversight of this aspect of provision. There are plans to ensure contracts and service level agreements are in place for all RPs by April 2019.

In addition to these broader factors, there is clear evidence that Barnsley's experience is far from unique. The proportion of SEND children in England educated in state funded special school settings increased

from 5.6 % in 2012 to 9 % in 2018. The proportion in independent schools increased from 4.5 % to 6.9% over the same period (DfE).

Work with partners in Yorkshire and the Humber has also highlighted increasing demand across the Region, particularly for special school places. DfE expect local authorities to publish commissioning plans and to increase collaborative working in order to meet demand together.

The table below illustrates the increase in numbers of Barnsley pupils placed out of borough for specialist provision within independent and non-maintained settings since 2013/14.



Currently, Springwell Special Academy is commissioned to provide 106 SEMH places locally. Levels of local authority top-up funding to Springwell in particular present a challenge in the school's ability to meet the needs of some children who present with SEMH disorders. Partly, this is a school organisation issue as although there may be a small amount of capacity within the school as a whole, particular year groups are over-subscribed. Negotiations with Springwell historically have been predicated on a fixed top-up agreed annually and lacked the flexibility which may have allowed the school to consider on a case-by-case basis what would be needed in order to support a child locally and prevent the need for more expensive, out of borough provision. This approach has been subject to review and individually tailored packages are now being commissioned directly from Springwell.

During the 2018/19 academic year, 81 pupils have been placed out of borough with SEMH as primary need, an increase from 62 in 2016/17. Although there will always be a small cohort of pupils whose needs are severe and profound and will require the support of very specialist providers, this illustrates a clear gap in local provision.

In addition, 44 pupils have been placed with an Autistic Spectrum Disorder (ASD) as primary need, an increase from 24 in 2016/17. There are a number of possible explanations for the increase in this number, including:

- Improvements to the process for assessment and diagnosis of ASD in children and young people locally has led to an increase in the numbers of pupils with a positive diagnosis;
- Children with ASD can be very vulnerable and often are not best supported in large, busy

environments where social interaction is more challenging. Some parents express real anxiety about the ability of some mainstream schools to meet their child's needs.

In addition, there is a small cohort of pupils with profound Speech, Language and Communication Needs (SLCN) that can't currently be met locally (10). These pupils access specialist provision which is based near Mansfield in Nottinghamshire. Rated 'outstanding' by OfSTED, this provision supports those with a severe or complex communication need. The curriculum on offer, and in particular the type of support available from speech and language therapy, is not something that can be found locally.

Key Challenges for the 2019-20 Period

As the data and evidence summarised in this strategy suggest, Barnsley faces considerable pressure in meeting the needs of SEND children. A robust and urgent partnership action plan is required to address system-wide issues, which if not tackled, could lead to Barnsley being unable to meet the needs of more SEND pupils locally and growing numbers of children having to be placed at a distance from their home.

The Children and Families Act (2014) reforms have gathered pace in Barnsley and it is a real strength locally that all former Statements of Special Educational Need have now been converted to Education, Health and Care Plans. There does however remain a very challenging programme of reforms which need to be better embedded to the way all partners do their business in Barnsley, in accordance with the Barnsley SEND Strategy. These include:

- Ensuring the voice of parents / carers and children / young people is central to the development of plans at strategic, operational and individual level.
- Health and Social Care agencies (including those responsible for transition / adult services) playing their full role in embedding the reforms and supporting, developing, and leading where necessary, the planning for individual children.
- Improving the Local Offer and awareness of it (particularly among parents and carers).
- Improving personalisation and promoting the possibility of personalised resource for families (including personal budgets).

While there have been significant improvements in attainment levels over recent years, the gap in attainment for SEN / non-SEN pupils is a continuing challenge in Barnsley.

Statistical and practice-based evidence appear to suggest that more pupils can be supported in mainstream settings in Barnsley than is currently the case. There is a clear need therefore to establish a more **graduated response** to improve and embed support at all levels in schools and supporting services in order to build capacity and expertise across the system.

Reducing demand for specialist and out of borough placements is unlikely to be achieved without a significant investment of resources.

Special schools (Greenacre and Springwell) remain fully-subscribed either as a whole school or in

particular year groups, limiting the amount of capacity available locally to assist in preventing out of borough placements; at the point of reporting to Schools' Forum in June 2018, there were 28 formal consultation requests for out of borough provision. This was primarily for Social and Emotional Needs and Autistic Spectrum Disorder.

Levels of funding to Barnsley Schools are among the lowest in England. This has a knock-on effect on the allocations made through the High Needs Block. Wellspring Trust (providers of Greenacre and Springwell Special Schools) have highlighted through contract management routes how low rates of discretionary funding (local authority top-up) inhibit their ability to deliver services and support over and above strict placement costs that might allow for pupils with more complex needs to be educated locally.

The numbers of children currently placed out of borough is unacceptably high and rising. In addition to being educated away from their peers and local communities, children placed at a distance from home experience longer journeys and more costly transport arrangements.

Parents and carers need to have confidence that our local system can meet the needs of their child. Support must be accessible and available when children need it. Parents and carers in Barnsley have fed back that they have to 'fight' at every stage to get their children's needs identified, assessed and met, which contributes to the erosion of confidence in the system. Though SEND feedback events (Talkabouts) have been well attended, parental engagement at a strategic planning level is currently under-developed, a problem exacerbated over a number of years by the absence of a recognised parent / carer forum. Recent steps have been taken to commission a provider from the voluntary and community sector to support the development of a new Parent Carer Forum in Barnsley and to aid parent participation strategically. In June 2018 a two year contract was awarded to the national charity KIDS and work is underway to establish a steering group of parents to lead a new Barnsley Parent Carer Forum.

How effectively can we address these issues and what are the likely timescales?

It is clear from the issues presented in this strategy document that no one agency working in isolation can resolve the current and projected pressures in meeting the needs of SEND pupils in Barnsley.

The resource across the whole system in Barnsley needs to function more effectively for SEND children. Investment is only one part of the answer to the complex range of issues presented. In addition to the local authority SEND team, schools, health and care partners in particular have a key role to play in improving the system to deliver better outcomes for some of our most vulnerable children and young people.

The table below summarises a programme of activity designed to significantly improve the education offer to SEND children and their families in Barnsley. The actions respond to the needs identified in this document which together with our commissioning intentions highlighted in the table on page 28/29 will be shared with parents and carers, children and young people and other stakeholders to allow for full partnership engagement in meeting the current and future challenges to placement sufficiency.

<u>Short to Medium Term</u>	<u>Action Complete By</u>	<u>Progress Update</u>
<u>Ensure best value is delivered from existing specialist resources</u>		
Review governance of placement decisions / review membership of decision making panels to include schools / settings	December 2017	Completed May 2018
Review operating models for RPs and consider range and volume of RP places	April 2018	Completed November 2018
Review SALT support to RPs – establish consistent model	April 2018	Initial review completed – work ongoing to ensure consistency across RP's, particularly for HI pupils.
Ensure RPs are focussed on right range of need (establishing where primary ASD provision is etc.) - RP provision developed in line with current demand – particularly SEMH and ASD to enhance the graduated offer and reduce demand for specialist places	December 2018	Two new primary Resourced provisions planned for September 2019, including assessment places.
Service specifications and monitoring arrangements for RPs need to be developed	December 2018	Draft contracts issued Nov 18 including monitoring arrangements. LA has identified the need for additional capacity for this.
Enhance governance & monitoring of providers. Establish termly monitoring visits to all OOB providers from April 2019.	December 2017 April 2019	All main OOB providers visited Autumn 2018.

Review SEN funding direct to schools and settings	Tbc – pending implementation of revised national funding formula	Top-ups reviewed and amended 2018 - future funding linked to new processes and provision mapping.
<u>Engagement of children, young people & families in the development of commissioning strategies</u>		
Develop & implement revised mechanisms for parent engagement	January 2018	June 18
Work in partnership with schools settings and Barnsley Youth Council to organise a children / young people's SEND forum	January 2018	Ongoing
<u>Develop Sufficient Specialist Placements to Meet Need</u>		
Commission 50 additional SEMH places	September 2018 (25) September 2019 (25)	10 at Springwell Sept 2018 + 21 places at Springwell planned for September 2019 10 places planned in FE college September 2019 Consulting on further 9 places.
Investigate potential link to secondary school place planning to include additional ASD / SEMH provision	July 2018 – implementation in line with secondary school place planning (Central area)	Completed – not a viable option due to capital costs.
Consider use of exceptional funding arrangements to secure local placements — develop discretionary fund to enhance local provision for individuals	December 2017	In place May 2018 through SEN Processes

Work with academies / maintained schools in neighbouring LAs to access specialist placements	Ongoing	Further places commissioned at Abbey School in Rotherham.
Develop local SLCN provision to reduce reliance on very specialist OOB (10 places)	September 2018	Demand under review, plans to create secondary RP provision in 2020.
Work with regional partners to develop collaborative commissioning for specialist provision: scoping plan to be published	April 2018	Work in progress with South Yorkshire LA's to explore free school opportunities.
<u>Medium to Long term</u>	<u>Action Complete By</u>	<u>Progress Update</u>
<u>Enhance the 'graduated response' to develop capacity to meet needs in mainstream settings</u>		
Implement local moderation model for sector led support / challenge (Barnsley Alliance)	September 2018	London Leadership Model introduced March 2018 – roll out to schools ongoing.
Develop and implement a My Support Plan – for pupils with identified needs that do not require an EHCP	September 2019	Work has started, initial training delivered, further work ongoing
Develop, devise and implement revised guidance to schools / expectations of mainstream – review thresholds, build evidence-based practice, workforce development & CPD	January 2019	New way of working commenced Oct 2018, training with schools delivered autumn 2018, ongoing developments in progress
Develop access to appropriate advice, services and support to enable schools to deliver a graduated offer	September 2018 onwards	Business case presented to SMT Dec 2018 highlighting the need for additional capacity
Introduce assessment places	September 2018	Wellspring offering assessment places 2018. Further places proposed for 2019 complex

		ASD/SEMH KS1&2
Review delivery of special school provision in mainstream settings for pupils with moderate learning difficulties (MLD)	September 2018	Complete – No further action.

DRAFT

SEND Sufficiency Strategy 2019 – 20

Table of Commissioning Intentions

	<u>Identified Need</u>	<u>Proposed Solution</u>	<u>Timescales</u>	<u>Progress update</u>
1	Insufficient local capacity to meet the needs of CYP with complex Social, Emotional & Mental Health Needs (SEMH)	Commission additional 50 complex SEMH places Phase one : 25 Phase two : 25	September 2018 September 2019	31 places created 2018/19. Further 9 places being consulted on. Capital fund proposals through DfE Special Provision Fund underway. 10 KS4 places proposed in FE direct entry provision from September 2019.
2	Insufficient local capacity to meet the needs of CYP with complex Speech, Language & Communication Needs (SLCN)	Commissioning additional 10 complex SLCN places in secondary Place requirement under review.	September 2020	Training programme for staff underway in preparation for new secondary RP to open in 2020.
3	Insufficient local capacity to meet the needs of CYP with Autistic Spectrum Disorders (ASD)	Review commissioning of Resourced Provisions – cross-phase (ASD & C&I) Explore collaborative commissioning for specialist places with neighbouring Las	September 2018 Ongoing	Two additional primary resourced provisions planned for 19/20. Completed 2018

		Develop options appraisal in conjunction with secondary school place planning (Town Centre proposals)	July 2018	
4	Improve capacity for parents to influence planning and decision-making at individual, operational and strategic level	Work with parents to commission third party support to develop mechanisms for engagement / deliver co-produced solutions to allow Ongoing engagement	January 2018	Completed June 18
5	Insufficient local capacity to meet the needs of CYP with Moderate Learning Difficulties (MLD) and additional, complex needs	Commission further 10 places with Nexus Multi Academy Trust (Abbey School) Rotherham	September 2017	Completed