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**Report of:** Jayne Ludlam  
**Report to:** Cabinet  
**Date of Decision:** 15<sup>th</sup> November 2017  
**Subject:** A strategic review of inclusion and Special Educational Needs & Disabilities provision in Sheffield

Is this a Key Decision? If Yes, reason Key Decision:-	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
- Expenditure and/or savings over £500,000	<input type="checkbox"/>	
- Affects 2 or more Wards	<input type="checkbox"/>	
Which Cabinet Member Portfolio does this relate to? Children, Young People and Families		
Which Scrutiny and Policy Development Committee does this relate to? Children, Young People & Family Support Scrutiny		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
If YES, what EIA reference number has it been given? EIA97		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

**Purpose of Report:**

This report describes the current work underway to support improvements to education provision for children with Special Educational Needs and Disabilities (SEND) and those at risk of exclusion from school. It then proposes a strategic review and call for views on provision, including a period of engagement with stakeholders to shape change proposals and support the identification of potential capital projects.

**Recommendations:**

That Cabinet:

- i. Acknowledges and approves the work outlined at 1.4
- ii. Approves a period of engagement to further review provision as outlined at 1.6
- iii. Anticipates such further updates as are required following the period of engagement

Lead Officer to complete:-	
1	I have consulted the relevant departments in respect of any relevant implications indicated on the Statutory and Council Policy Checklist, and comments have been incorporated / additional forms completed / EIA completed, where required.
	Finance: <i>Paul Jeffries</i>
	Legal: <i>Nadine Wynter</i>
	Equalities: <i>Bashir Khan</i>
<i>Legal, financial/commercial and equalities implications must be included within the report and the name of the officer consulted must be included above.</i>	
2	<b>EMT member who approved submission:</b> <i>Jayne Ludlam</i>
3	<b>Cabinet Member consulted:</b> <i>Cllr Jackie Drayton</i>
4	I confirm that all necessary approval has been obtained in respect of the implications indicated on the Statutory and Council Policy Checklist and that the report has been approved for submission to the Decision Maker by the EMT member indicated at 2. In addition, any additional forms have been completed and signed off as required at 1.
	<b>Lead Officer Name:</b> <i>Joel Hardwick</i>
	<b>Job Title:</b> <i>Co-Head of Access &amp; Pupil Services</i>
<b>Date:</b> <i>6.11.17</i>	

## 1. PROPOSAL

- 1.1 As a city, we are committed to providing the best start in life for all Sheffield children. One vital element of this work is supporting children with Special Educational Needs and Disabilities (SEND) and those at risk of exclusion from school. This involves promoting inclusion and reducing exclusion from the education system by successfully meeting the needs of children in their local school and being responsive to changing needs. As part of this work we need to undertake a period of engagement to review provision and look in more detail at key areas. This is an important part of a strategic approach to commissioning that will enable us to shape up improvements to provision, more tailored and flexible to current and future needs.
- 1.2 The most crucial aspect in all of this work is the individual outcomes for these children and young people – the educational outcomes at each key stage and the effective preparation for adulthood and independence. The work described in this report and the call for views are vital to the city’s approach to improve individual outcomes as part of a sustainable, effective model that works for all Children and Young people with Special Educational Needs. Demand for this provision has risen, and budgets remain very tight, we are committed to the strong partnership work that is required with all stakeholders to deliver excellent outcomes for these children and young people.

### **Current Issues in Meeting Need**

- 1.3 There are a number of issues that drive the need for further consideration of the way the city’s education system works for these children and their families:
- Outcomes: performance indicators remain inconsistent and whilst there have been some improvements, there remains much to do if the city is to consistently narrow the gap in progress made by SEN children compared to non-SEN children across all age ranges
  - Basic population driver: The school-age population has grown by 7% this decade and will continue growing – it is anticipated to rise by a further 5% in the next 5 years. On current patterns that would translate into approximately 50 additional special school places.
  - Changing patterns in need/demand: Rise in the number of children identified with Autistic Spectrum Disorder (ASD) alongside a rise in the proportion of ASD pupils who are placed in a Special School; the high proportion of children with Social, Emotional, and Mental Health (SEMH) needs placed in special school; a rise in fixed-term and permanent exclusions; small but financially significant number of children with complex needs; and a recent rise in the proportion of children with Moderate Learning Difficulties (MLD) placed in

### Special Schools

- Budgetary pressure: demand has risen in recent years with a static budget. Based on an assessment of the current cohort the Education Funding Agency's indicative allocation for Sheffield in 2018/19 would be £60m, compared to an actual allocation of £53m. This area of work must be placed on a sustainable footing by targeting resources in the most effective way
- Recent trends in inclusion: in Sheffield 31% of children with Education, Health and Care Plans attend a mainstream school (not including pupils placed in integrated resources). This has dropped from 40% since 2012 and currently compares to 41% nationally and 36% across similar cities. Further the number of permanent exclusions has risen and sits above national benchmarks.
- Pressure on schools: there are a number of pressures on schools from the standards agenda to the budgetary pressures at school level that must be acknowledged as part of any strategy around inclusion.
- Parental confidence: Parents report low confidence across the board in regards to how the city is meeting their child's Special Educational Needs. This includes issues around the timeliness of the EHCP process and the communication and support to families through this period.

### Current Work

1.4 As part of the ongoing drive for improvement there are a number of areas of work seeking to enhance Sheffield's offer and outcomes:

- 0-25 Lifecycle Approach: Moving to a whole lifecycle approach from the early years supporting as many children and young people as possible on a journey towards independence. Improving integration with partners to enable the earliest identification of needs, early intervention and prevention and support key transitions.
- Localities: the city operates a number of systems through a breakdown of the city and its schools into seven localities. Part of this work has included devolving funding from the high needs block to schools, managed by groups of schools at a locality level, to support SEND/inclusion priorities, particularly for those with Education, Health, and Care Plans (EHCP). Multi-Agency Support Teams are also organised around localities and this development can further the city's objectives of having better, tailored provision available within each part of the city to build successful families and increase participation in local schools
- Early Years Centres of Excellence: the development of three Early Years Centres of Excellence from within existing structures, to align with the localities, to support the prevention and early intervention agenda by working with early years providers to identify and support children age 0-5 with SEND as early as possible, including increasing school readiness for all children.

- New Special School: Sheffield has been successful in the first stage of developing a proposal for a new Special School. This is a programme that is being run by the Department for Education and the Sheffield school would be a small provision of 40-60 places for children with some of the most complex needs, particularly around ASD and SEMH. This would be aimed at better meeting the needs of these children and sustainably supporting better outcomes within the local offer of provision.
- Joint Commissioning and partnership working: collaborative work between the Council and the NHS to integrate funding and commissioning decisions to make care for Sheffield people more coordinated. There is also an Inclusion Taskforce that brings together schools and the Council to drive improvements in this area. We have also given a commission to the Sheffield Parent Carer Forum to develop and enhance the Sheffield Local Offer.
- Short Breaks Review: The Council and Sheffield NHS CCG have worked together to review short break services for the parent carers of disabled children, hearing the views of children and young people, parent carers, staff and providers on what works well and what we might be able to do differently.
- Future in Mind: Sheffield was successful in bidding for funding from the NHS Future in Mind programme. The programme is aimed at improving children and young people's emotional wellbeing and mental health. The strategy is based upon core priorities around resilience, prevention, and early intervention; improving access to services; caring for the most vulnerable children; accountability and transparency; and, developing the workforce to better support this area of work.
- New commissions developed to support inclusion: there are now a number of small interventions and support programmes in place with special schools offering outreach, operating hubs in mainstream schools, and groups of schools operating joint nurture provision.
- MyPlan and the Sheffield Support Grid: Sheffield has been seeking ways to provide better and more consistent support to children across all levels and types of need and enable better planning and common understanding of need. The Support Grid is a common framework for Sheffield to help when assessing and reviewing the needs of a child or young person. This can then be applied when drawing up a plan for each individual - MyPlans take a person-centred approach, much like an EHCP, and are primarily for children with lower levels of need or complexity than an EHCP.
- Parenting Offer: a programme of parenting support, recognising the hugely important role that parents and families play in achieving good outcomes for children to help break the cycle of vulnerability.

1.5 This work forms a significant part of our work to improve the local offer and ultimately the outcomes for these children and young people. Set behind this work is a substantial ongoing effort to improve the way

families and schools are supported through this process – to improve their experience, the timeliness at each stage of the process including ongoing reviews, and to improve the overall confidence in the Sheffield offer.

### **Areas for Further Development**

- 1.6 The overall strategy for inclusion sets a positive approach to ensuring improved outcomes for children with Special Educational Needs and Disabilities and those at risk of exclusion from school. Within this there is further development work to do to ensure that the system is continuing to address gaps and disconnections, increasing flexibility to meet changing needs, and ensuring resources are targeted effectively. This report is therefore proposing a period of engagement with stakeholders to further develop our approach in the following areas:
- i. Reviewing SEND provision – to enable the earliest identification of need, increasing early intervention and prevention; reviewing Integrated Resources (IR) in the city - towards enhancing support within localities and in particular improving support for the city's growing ASD needs; supporting the inclusion of more children and young people in mainstream schools in their local area; and, where appropriate identifying capital projects that could support these outcomes under the special provision capital fund.
  - ii. Creating a continuum of support and provision for children and young people who have been, or are at risk of being, excluded from school

#### **i. Reviewing SEND Provision**

- 1.8 Early intervention and prevention: the best way to drive sustainable, long-term improvements in outcomes and the transition to adulthood is to identify needs early and offer support that enables children to successfully retain access to local mainstream provision, including at key transition points. As part of the next period we need to review the work to identify needs early, the support that is available to families, schools and early years providers, and the funding model around this area.
- 1.9 Integrated Resources: There are currently four secondary and eight primary Integrated Resources. They are not equally distributed across the city, have a variety of specialisms, and do not evenly cover the full primary age range. The starting points for discussion in the next period is to:
- look at how Integrated Resources (IRs) could provide more even coverage across the city as part of their localities
  - to consider ways in which IRs could support the growing number of children with ASD in their local area, perhaps through a hub model, providing local places as well as offering support to other local schools and linking support from wider services
- 1.10 Special Schools: There are currently six secondary and four primary special schools with a total of around 1100 children in September 2017.

We are seeking to move towards a model that is more effectively focussed on the pupils whose needs and outcomes depend on a special school setting, whilst better supporting children with SEND in their local mainstream school. We therefore need to review the current provision with a view to changes that would:

- Ensure the special school offer across the city is meeting the current and expected future needs
- Improve the offer of support in local mainstream schools, working through the locality model, to improve outcomes into post-16 and beyond

## **ii. Transforming support and provision for children and young people who have been, or are at risk of being, excluded from school**

1.11 Sheffield currently has a central provision, the Sheffield Inclusion Centre, providing education for the city's excluded pupils alongside some specialist outreach services in the primary phase. We would like to consider establishing a continuum of provision that would better support the most complex needs and successful reintegration into school, alongside a greater focus on support being available locally for early intervention to prevent exclusion. The starting point for engagement with stakeholders is to shape proposals that would:

- Provide personalised support for the most complex and challenging children & young people
- Provide a 'middle tier' of support that offer placements in partnership with mainstream schools with a view to successful re-integration of pupils through a whole family, multi professional and therapeutic approach. In order that the child, family and school can access the support they need to enable the child to be successful in a local mainstream school setting.
- Consider how specialist outreach services are made available to reduce school placement breakdown, improve mainstream school practice and confidence working with pupils, and improve parental confidence in their local school's ability to successfully support pupils with complex needs.

## **2. NEXT STEPS**

2.1 The proposal is to take time in the next period to review provision through focussed engagement with stakeholders. This would take place over the remainder of the autumn term, with a view to drawing early conclusions in the new year.

2.2 At this stage we would naturally have a focus on key stakeholders who are already involved, taking in schools and providers along with families with children in provision, particularly through the Sheffield Parent Carer Forum as a representative group from which to also liaise with other

family and young person support groups. We will include opportunities for involvement through workshops, meetings with individual and groups of schools, and an online survey to allow for a wider contribution.

- 2.3 The special provision capital fund requires a list of potential projects to be published by 14<sup>th</sup> March 2018. This must be subject to engagement with stakeholders in the lead up to publication and this requirement would be covered under the engagement outlined above.

### **3. HOW DOES THIS DECISION CONTRIBUTE?**

- 3.1 This is an area of work that contributes in a number of ways to the priorities outlined in the Council's Corporate Plan:

- An in touch organisation – understand the increasingly diverse needs of individuals in Sheffield so the services are designed to meet these needs
- Strong economy – local people to have the skills they need to get jobs and benefit from economic growth
- Thriving neighbourhoods and communities – access to great, inclusive schools, people feel safe, and local people and communities are able to get involved
- Better health and wellbeing – helping people to be healthy and well by promoting and enabling good health whilst preventing and tackling ill health. Provide early help and look to do this earlier in life to give every child the opportunity to have a great start in life.
- Tackling inequalities – making it easier for individuals to overcome obstacles and achieve their potential, supporting individuals and communities to help themselves and each other, so the changes they make are resilient and long lasting. Enable fair treatment, taking account of disadvantages and obstacles that people face

### **4. HAS THERE BEEN ANY CONSULTATION?**

- 4.1 The report is seeking agreement to engage further with stakeholders on the areas described in the report. This will assist us to plan and deliver these services in a way that makes best use of our resources and ensures decisions reflect the needs and priorities of the city.
- 4.2 It will take a number of forms described above and the results will be reported back to Cabinet as necessary to inform further decision making.

### **5. RISK ANALYSIS AND IMPLICATIONS OF THE DECISION**

#### **5.1 Equality of Opportunity Implications**

- 5.1.1 Decisions need to take into account the requirements of the Public Sector Equality Duty contained in Section 149 of the Equality Act 2010. This is the duty to have due regard to the need to:



- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it

5.1.2 The Equality Act 2010 identifies the following groups as a protected characteristic:

- age
- disability
- gender reassignment
- marriage and civil partnership
- pregnancy and maternity
- race
- religion or belief
- sex
- sexual orientation

5.1.3 An Equality Impact Assessment has been carried out and highlights the areas for engagement are vital to the city's approach to improve equality of opportunity and individual outcomes as part of a sustainable, effective model that works for all Children and Young people with Special Educational Needs that meets current and future needs. Further EIA's will be undertaken for the change proposals that emerge following the engagement.

## 5.2 Financial and Commercial Implications

5.2.1 The targets around inclusion can only be met if resources are targeted effectively. The following outcomes have been identified as part of the draft Sheffield Inclusion Strategy 2017-2022 under the key theme around support, provision and commissioning:

- By August 2018, Sheffield will have in place or in the process of being commissioned the right provision so that all children and young people are able to access placements that meet their education, health and care needs.
- By December 2018 we will ensure that provision is available within a learner's local area, that meets individual and local area needs by further developing a Locality Model
- Children and young people who are unable to be adequately supported in their local mainstream provision, are accessing an appropriate placement as close to their homes as possible.
- There is a range of appropriate care provision for young adults so that if a young person is unable to access employment they will have the opportunity to engage in meaningful activities in line with their age.
- All families will be able to access appropriate support to meet a

child's unmet care needs through appropriate early intervention, targeted and specialist provision.

- Young people with additional health needs will have the treatment and advice to manage and reduce the impact of their health needs so that they are enabled to access education and are prepared for adulthood

5.2.2 These outcomes must be underpinned by sensible performance measures looking at outcomes for young people, proportionate reductions in placement breakdowns (both mainstream moves into special and permanent exclusions), and an increase in the extent to which children have their needs met in their local area, and for the highest needs within Sheffield and the local region. These measures would need to be monitored at the city level, but also within local areas through localities, in order to see this area of work on a sustainable financial footing and ensure that resources are targeted where they are needed.

5.2.3 The current level of spend on SEN will create a financial pressure for 2018/19 which is being incorporated into the overall portfolio financial strategy. From 2019/20 onwards a sustainable financial position is required. Achievement of the outcomes in the Sheffield Inclusion Strategy mentioned in 5.2.1 must enable that sustainable financial position, supported by more detailed financial modelling on place numbers and average provision costs to confirm the overall financial impact. This model will be continually developed over the period of engagement and will be incorporated into the portfolio financial strategy to ensure viability.

### 5.3 Legal Implications

5.3.1 Part 3 of the Children and Families Act 2014 places legal duties on Local Authorities to identify and assess the special educational needs (SEN) of children and young people for whom they are responsible and must then ensure that those children and young people receive a level of support which will help them “achieve the best possible educational and other outcomes”. There is also a requirement to ensure that children, their parents and young people are involved in discussions and decisions about their individual support and about local provision. This report and a review of provision form part of Sheffield's continued drive to meet those duties successfully.

### 5.4 Other Implications

5.4.1 Property implications may arise from any capital proposals that come forward and these would be reported through the appropriate channels once known.

## 6. **ALTERNATIVE OPTIONS CONSIDERED**

6.1 The period of engagement would give a good opportunity to consider alternatives prior to taking forward any further decision making.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 The next period of engagement should provide a route for all stakeholders to input into this important area of work. This would enable us to build on the improvements that are already underway in a way that is more attuned to the current and future needs of these children and families.
- 7.2 The outcome should ultimately be to improve individual outcomes as part of a sustainable, effective model of provision that works for all Children and Young people with Special Educational Needs and Disabilities.

# APPENDIX 1: Locality Map

