



**Author/Lead Officer of Report:** Joel Hardwick  
**Tel:** 2736521

**Report of:** Jayne Ludlam, Executive Director of People Services Portfolio

**Report to:** Cllr Jayne Dunn

**Date of Decision:** 14/01/2019

**Subject:** Consultation on developing and growing integrated resource provision

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? <i>Education &amp; Skills</i>		
Which Scrutiny and Policy Development Committee does this relate to? <i>Children, Young People &amp; Family Support</i>		
Has an Equality Impact Assessment (EIA) been undertaken?	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>
If YES, what EIA reference number has it been given? <i>EI476</i>		
Does the report contain confidential or exempt information?	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>

**Purpose of Report:**

To seek approval to consult with stakeholders on how we should further develop and grow our offer of local mainstream-based specialist education provision for Children and Young People with SEND in Sheffield.

**Recommendations:**

To consult with stakeholders on how we should further develop and grow our offer of local mainstream-based specialist education provision for Children and Young People with SEND in Sheffield.

**Background Papers:**

*(Insert details of any background papers used in the compilation of the report.)*

<b>Lead Officer to complete:-</b>	
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: Mark Sheikh
	Legal: Nadine Wynter
	Equalities: Bashir Khan
<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> Jayne Ludlam Executive Director of People Services Portfolio
3	<b>Cabinet Member consulted:</b> Cllr Jayne Dunn
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> Joel Hardwick
	<b>Job Title:</b> Head of Commissioning: Inclusion and Schools
<b>Date:</b> 16 January 2019	

## 1. PROPOSAL

- 1.1 Our vision is that Sheffield is an inclusive city where all children and young people with additional needs get the education, health, and care support they need to achieve their potential and go on to make a positive contribution to society and lead a fulfilled life.
- 1.2 In this report we are seeking agreement to consult on how we should grow and develop one specific part of the education provision for children with Special Educational Needs and Disabilities (SEND). The outcomes should be:
- More specialist education places and more support
  - Places closer to home
  - Greater consistency across the city
  - Clearer pathways for children through their school lives
- 1.3 This fits into a bigger picture of development, with partners in the school sector, health and elsewhere, towards a genuine continuum of provision from universal services up to the most complex. It therefore forms one part of the city's response to the issues identified in the Ofsted/CQC Local Area SEND inspection published on 17<sup>th</sup> January 2019. It particularly relates to the area for development around the current acute demand for specialist provision, but with the hope that this can link to a broader offer of support to mainstream schools, it also forms part of the response to the weakness identified around the inconsistencies in identifying, assessing and meeting the needs of children and young people with SEND in mainstream schools.
- 1.4 Creating that continuum of provision starts with work to ensure our mainstream schools have a positive, consistent, and high quality offer for pupils with SEND, through work such as the school-led Inclusion Taskforce and the Future in Mind programme. Moving up a level, there is then a growing offer of support to schools and families focussed on identifying and assessing additional needs at the earliest stage, through enhanced transition pathways at key points, starting at age 2. This is supported by a broadening range of external outreach offers from specialists across health and education. The consultation proposed here is around the next tier up on the continuum and the lowest tier of full-time specialist education provision – where that specialist provision is provided within a mainstream setting. We are also in development of a new special school, due to open in 2020/21 that is designed to cater for some of our most complex children and young people.
- 1.5 Education for children with SEND is provided in a number of different forms. The majority of children with SEND are successfully supported in their local, mainstream school. For others a more specialist setting and curriculum is provided in one of the Sheffield special schools. There are

also a number of Integrated Resources (IR). These IRs form a middle-tier of provision, based in local mainstream schools, with specialist space and staff that enable children to access a proportion of their time within the mainstream classroom. The proposal here is to consult with stakeholders on developing and growing that middle-tier of provision.

1.6 In line with national and population trends, Sheffield has seen a growing demand for specialist education provision in the last five years. Our aspiration is to maximise successful access to local mainstream schools. That is why we are seeking to enhance and develop our offer around specialist provision for children, based in mainstream schools.

1.7 The current provision (see Appendix 1 for map) of twelve integrated resources<sup>1</sup> (8 primary & 4 secondary) is oversubscribed and has developed inconsistently across the city and across the primary and secondary sector. For example, many children attend an IR across the city, many move to special school at the point of transition to secondary school, and any links between IRs and special schools or neighbouring mainstream schools/children are ad hoc. We are therefore looking to consult on ways to develop the model that would enable:

- An overall increase in the number of places
- A geographical basis, so that the provision serves a local area
- Clear routes covering the entire primary age-range, into secondary and beyond
- A channel for expertise and support services to children and schools in that area
- Clear and formal links to special schools

1.8 In order to elicit a clear and strong response during consultation we are intending to outline a proposal that would start to meet the above goals. In doing so we would be very clear that this is an open and consultative process that aims to secure consensus on a truly co-produced model. The starting suggestion, to be shaped through consultation, would be to develop:

- Primary: an integrated resource in each locality (seven Localities in Sheffield shown on the map at appendix 1). These would cover needs including cognition & learning and communication & interaction (including autism). Each would have a clear and established link to a primary special school.
- Secondary: two Special-led hubs per area (three Areas in Sheffield shown on the map at appendix 1). These would be split so that each area is served by a hub focussing primarily on cognition & learning needs and a hub focussing on communication & interaction needs. The hubs would operate largely in the same way as integrated resources, the main distinction is that the children would be on the roll of a Sheffield special school who

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<sup>1</sup> This proposal excludes the 7 IRs that focus on hearing or visual impairments. These are delivered directly by the Council in host schools and are outside of the scope of this report.

would run and operate the hub in the host mainstream school.

- 1.9 The proposal is based around growth – providing more places. A model along the lines sketched above could therefore mean provision is split across more than one school in a given locality/area, if for example, geography and distance make this preferable or existing successful provision mean this would make more sense.
- 1.10 Each setting could also be developed to give a short-term placement offer to children from schools within their area, alongside outreach support. This could enable a more targeted approach for those children who do not need a formal, permanent specialist place, but who could benefit from input either individually or to their school. This could develop towards providing a route for wider services, from special school expertise and outreach to family support or therapeutic services from health partners.
- 1.11 We are proposing a period of consultation with all stakeholders before reporting back to the Council’s Cabinet around Easter 2019 on the outcomes of that consultation and proposing next steps.

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

- 2.1 This area of work, if successful, would contribute to three of the five city priorities:
  - Thriving neighbourhoods & communities: by establishing specialist provision to serve local areas and by supporting local mainstream school we would increase access to great, inclusive schools
  - Better health & well-being: by developing a local support offer we would 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 inequality: by providing a consistent approach, available more locally, and with greater capacity, we would make it easier for individuals to overcome obstacles and achieve their potential

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

- 3.1 This report is proposing a period of consultation as the next step. Prior to this stage a ‘Call for Views’ was conducted from December 2017 to March 2018 as part of the Strategic Review of SEND and Inclusion. This was far reaching and included discussions with parents, carers, children and young people (CYP) and a range of professionals.
- 3.2 These discussions captured what people thought the issues and barriers were to CYP accessing good quality SEND provision and support within the city.
- 3.3 Amongst a number of topics, the following key themes emerged from

those discussions:

- Early Years – early assessment, pathways, and early intervention
- Improving support to mainstream schools across the board
- Better support and planning around transition points
- Sufficiency strategy around specialist provision, including clear local pathways
- Ensuring whole family engagement and support

3.4 In summary the review pointed towards developing a more fluid and flexible continuum of provision from mainstream schools up to provision for the most complex needs and across transition points such as the move from primary to secondary. These have formed the basis of ongoing discussion with key stakeholders over the last several months which have informed the formulation of this suggested proposal. This fits within the context of the broader strategy to:

- i. Support in mainstream: better support offer for pupils in mainstream schools
- ii. Support out of mainstream: short term, alternative provision
- iii. Integrated provision: a strategic approach to mainstream-based specialist provision

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

##### Equality of Opportunity Implications

4.1 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

An Equality Impact Assessment has been carried out and highlights that the nature of the consultation will mean that we will need to take some additional steps to support all stakeholders to participate, this relates particularly to parent and carers.

##### Financial and Commercial Implications

4.2 Once the consultation has been completed and evaluated, the financial implications will be assessed as part of the overall financial picture related to SEND and provided the Cabinet report that follows.

##### Legal Implications

4.3 The report sets out a starting point for discussion during a period of consultation. The Council has a statutory duty to consult on changes to

school and SEND provision. The outcome of that consultation would be reported back to cabinet in due course. If the cabinet decision was to agree to take forward change proposals the LA would continue to follow the statutory processes set out in the Education and Inspections Act 2006, the School Organisation (Prescribed Alterations to Maintained Schools) (England) Regulations 2013 and the statutory guidance for proposers and decision-makers dated October 2018.

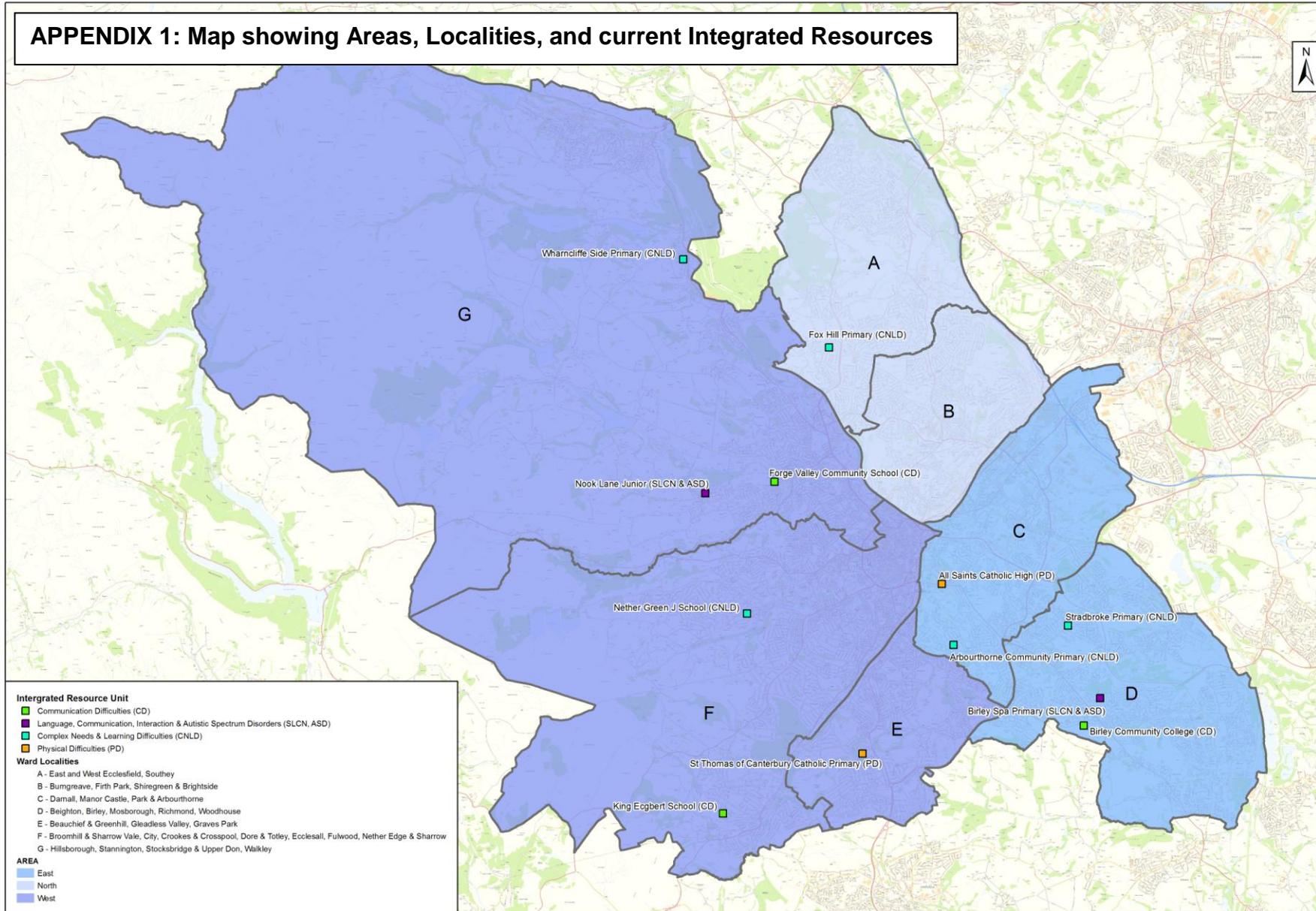
## **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 We believe the rationale and consensus for change is sufficiently clear to mean that doing nothing is not a sustainable option. The consultation will be conducted in order to enable stakeholders to put forward and discuss alternatives to the starting point outlined. That would then enable viable alternatives to form part of the next phase of decision making, before plans are finalised.

## **6. REASONS FOR RECOMMENDATIONS**

- 6.1 As stated above, we believe the rationale and consensus for change is sufficiently clear to mean that holding a consultation on this area of education provision is the best way forward. As outlined in section 2 we would seek to align with a number of corporate priorities alongside working to address some of the outcomes of the recent local area SEND inspection.

# APPENDIX 1: Map showing Areas, Localities, and current Integrated Resources



Produced by: Natalie Andrew, Commissioning, Inclusion and Learning, Created 07/01/19  
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