

Children, Young People and Families Scrutiny Panel

29 March 2017

Report title	Implementation of the 2014 SEND Reforms – Progress Update	
Cabinet member with lead responsibility	Councillor Claire Darke Education	
Wards affected	All	
Accountable director	Julien Kramer (Education)	
Originating service	School Standards	
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Report to be/has been considered by	Strategic Executive Board	20 December 2016

Recommendation(s) for action or decision:

The scrutiny panel is recommended to:

Note the progress made locally in implementing the 2014 SEND (special educational needs and disabilities) reforms.

1.0 Purpose

- 1.1 To update scrutiny panel members on the progress being made by local area partners and stakeholders, towards implementing the SEND reforms as outlined in the code of practice. This paper also highlights some of the areas for improvement that local partners are well aware of with plans in place to address.

2.0 Background

- 2.1 Significant changes to how support for children and young people with special educational needs and disabilities (SEND) is provided in England, came into force on 1 September 2014. A self-assessment summary of the local area's progress in implementing the reforms against the Ofsted and Care Quality Commission (CQC) inspection framework is provided in this report.

3.0 SEND Reforms Implementation - Progress

3.1 Areas where we are making the most progress

- 3.1.1 Person centred planning is at the heart of all our processes. Education, Health and Care plans (EHCPs) for both new referrals and those undergoing transfer review are co-produced, we see this as an example of true co-production. The local authority (LA) has led on the development of a regional outcomes training programme and have developed a database system whereby we can monitor, track and analyse the outcomes for both individuals and groups of young people. 181 pupils received an EHCP in 2015/16.
- 3.1.2 Our satisfaction survey tells us that over 95% children and young people experience an excellent or good engagement with the EHCP process. Of the statements in the survey we now know that we have a clear process, which is well explained, our paperwork is clear, families feel involved, there is regular communications and feedback and views are reflected back into the process.
- 3.1.3 Areas for improvement include increasing the 61% of plans completed across all areas within a 20 week timescale. However, it should be recognised that we are above the regional and nationally set targets for this area of focus. We also want to maintain a cycle of continuous improvement, including maintaining levels of awareness for staff of our responsibilities.
- 3.1.4 The child development centre (CDC), is a multi- agency service that coordinates all services for those aged 0-5 with SEND. Early identification and assessment is at the heart of this work and operates in a seamless way. Incorporating an under-fives ASD panel, with a multi-agency diagnostic approach, plus training and support is provided for parents.
- 3.1.5 Coordinated referral panels are in place to identify appropriate services, provide joint assessment across both education and health, and include joint visits The 'team around the child' model allows parents' being able to select a key worker to engage with.

Parental satisfaction is very high. We work closely with parents on having a quality experience.

- 3.1.6 Wolverhampton has a long and successful history of supporting parents. The Information, Advice and Support service (IASS) formerly the Parent Partnership is well known and respected by families and professionals; with a national level reputation for good practice. The service recently celebrated its 21st birthday. The IASS is impartial from the local authority and the CCG and is trusted by parents and carers; it complies with the national Quality Standards for impartial Information, Advice and Support Services.
- 3.1.7 Feedback demonstrates that parents, carers and young people are satisfied with the information, support and advice received and that accessing the service has led to improved outcomes for children and young people. The IASS has excellent strategic links across the local area to ensure that the experiences of families and ‘intelligence’ gathered can lead to improved service delivery for families. The IASS is the single point of access for the independent support programme which it jointly delivers with Kids. The challenge is to sustain the current level of best practice despite the rise in referrals, the growing demand and to maintain and or improve staffing levels.
- 3.1.8 Co-production and the strategic involvement of parents and carers in Wolverhampton is excellent in most areas, coupled with a genuine desire to embed this culture across the City. The parent carer forum Voice4Parents is well supported through the IASS and is regarded as the strategic vehicle with which to engage with parents and carers.
- 3.1.9 There has been recognition of the pivotal role of Voice4Parents in shaping services for example a post for a Co-production officer has been created and funded to embed a culture of co-production with parents and carers across the local area. In addition Voice4Parents is recognised locally and nationally as a forum model of best practice.
- 3.1.10 The role of the Co-production officer was a ring-fenced position for a parent/carer of a child with additional needs. The post is fixed term for 12 months. Discussions are underway with the local authority and the CCG to make this post permanent and demonstrate a genuine commitment to co-production.
- 3.1.11 By comparison with neighbouring LA areas Wolverhampton LA invests favourably in support of local Inclusion and SEND policy. The annual High Needs Funding Block spend of £29m allows the LA to currently commission 828 special school learner places, 128 specialist resource base learner places and 234 pupil referral unit learner places. This is in addition to commissioning a range of supporting services such as Education Psychology and outreach support from six of the local seven special schools.

LA Area	High needs spend per child/ young person
Wolverhampton	£760
Walsall	£679
Sandwell	£665
Dudley	£658

3.1.12 Local SEND partners, stakeholders and providers are currently preparing for the new Local Area Review (LAR), which will assess services for children and young people with Special Educational Needs and Disabilities (SEND). The review will be co-facilitated by Ofsted and the CQC with a focus on the local area's effectiveness in implementing the SEND Reforms. An inspection readiness programme has been developed with input being provided from all statutory partner agencies and also the support of local parent and carer forums in preparation for the week long process. The local area approach to SEND policy and inspection programme readiness received positive feedback during a recent DFE SEND Reforms monitoring visit. The framework for the Local Area SEND inspection and the inspectors' handbook were published 27 April 2016.
<https://www.gov.uk/government/publications/local-area-send-inspection-framework>

3.2 Areas where we are making less progress

- 3.2.1 Our area's Local Offer website was originally developed to meet our statutory responsibilities in coproduction and has been co-designed with our family groups. We are now aware that there are a number of issues which we need to deal with promptly to develop this service and ensure that it not only meets our responsibilities, but that the service is accessible and recognised by key stakeholders for its value and is used as a means of gaining access to services in the Wolverhampton local area. The feedback we received included a report from young people making us aware of the sites limitations.
- 3.2.2 We have recently commissioned a piece of work to improve the website ensuring it is more user friendly, accessible and consideration is given for additional languages. The work is being coproduced with parents and will include a young person (YP) voice to guide visitors through the website. We will also quality assure input from schools and ensure that we meet all of our statutory responsibilities.
- 3.2.3 A recent review of post 16 priorities included the need to address issues around the quality and breadth of provision for vulnerable learners, including SEND learners. A new strategic plan has been produced - City of Wolverhampton's Commitment to Young People - which has significant outcomes including, delivering on effective transitions for all learners including SEND which provides appropriate pathways, signposting and guidance to access additional support, ensures provision is in place, ensures access to the provision and identifies potential progression routes.

For example, the post 16 service has successfully implemented a 'Supported Internship' programme within Wolverhampton. In the first year ten young people were enrolled onto the programme with a target of moving at least three into paid employment; five young people successfully moved into paid employment. This year we have 22 places across three providers and are looking to achieve at least a similar target.

- 3.2.4 Developing new provision requires developing a demand led model. The current offer is limited. There is insufficient breadth and choice of provision and too few providers. Evidence includes the strategic plan, quality assurance review and the Black Country area review which identified strands of work which will impact on provision for vulnerable learners. Plus the Black Country Colleges SEND report which recognised the supported internships programme which is now being expanded.

- 3.2.5 Employer engagement needs to be further developed to improve routes to employment. The Council is committed to supporting SEND learners, but providers need to develop more programmes which are responsive to learner need and there needs continued emphasis of work based learning pathways to employment. An area for improvement is to encourage the LA to become one of the employers; recently the LA has agreed to take this on.
- 3.2.6 Arrangements between the CCG and the LA are an area that is developing well. A dedicated resource was used to establish and support the responsibilities of the CCG. Support for the EHCP process, joint commissioning arrangements and support for transitions is working well and we are aware of the challenges we face. We are developing innovative support packages in conjunction with young people; we have a refreshed CAMHs strategy. We feel we are meeting our responsibilities around identification and meeting the needs. Evidence includes the Council for Disabled Children (CDC) audit, and although we use traditional ways to gather satisfaction data, we are looking at evaluating this data. The YP innovative packages were introduced in a 'Dragons den' environment with YP pitching to local providers ideas for amongst other livings options for independent living. A refreshed CAMHs strategy has also been produced and our work continues to have clear links back to the local authority services.
- 3.2.7 Discussions are being held at a senior level within the CCG to have a clear, continuing and specific focus on SEND. We want to improve our governance and reporting arrangements.
- 3.2.8 The ASD pathway is currently not commissioned for diagnosis and intervention, but this is being considered to ensure that there is sufficient multi-agency involvement in these processes in line with evidence based practice. Signposting for parents for those children who are not diagnosed is to be improved and the diagnostic and intervention pathway especially for over fives.
- 3.2.9 There are 6,935 pupils receiving SEN provision in Wolverhampton, of which 5,782 (83%) received SEN support, 972 (14%) received a SEN statement and 181 (2.6%) received an EHC plan in 2015/16. The trend in the proportion of pupils receiving SEN support and SEN statements/ EHC plans in Wolverhampton is decreasing.

The percentage of pupils receiving SEN support in Wolverhampton has decreased since 2009 and currently (in 2015) 15% of the pupils in schools of Wolverhampton receive SEN support. According to the forecast estimates, this is likely to decrease further to 11% till 2020. The percentage of pupils receiving SEN statements/ EHC plans in Wolverhampton has remained fairly constant at 2.6% since 2009 (compared with the 2.8% national average). This is likely to remain constant till 2020.

School Improvement work within mainstream schools would indicate considerable variance across the City as regards SENCO confidence in referral and use of the EHC SEN Support guidance in identification of SEND. Specialist provision within the current SEND estate means that pupils are not always guaranteed educational provision at their most local special school; transport of pupils to special schools contributes to a £3.5m transport bill.

- 3.2.10 Wolverhampton has established regular partnership working between School Improvement and Early Years SEN Team; this enables City SENCos undertaking the National award/ Birmingham university qualification to have constant local input to the award in order to ensure that developing practice resulting from engagement with the award is informed by local policy and practice. Review of provision for SEND/Inclusion across the City is being undertaken through cross-directorate and multi-agency consultation (3 – 5 year model) in order that we facilitate a broader spectrum of children accessing local provision. The gap in attainment in Wolverhampton at KS1 and KS2 is decreasing and attainment by age 19 has improved dramatically.
- 3.2.11 To improve outcomes for children and young people with additional needs we will need to ensure that all schools have a robust graduated response in order that identification of pupils at SEN support is accurate, timely and informed by evidence of appropriate closing the gap provision and reflected in SEN Information Report. Impact of pupils travelling across the city needs to be explored within special school attendance. Attendance continues to be an area for development across the City's Special Schools. There is a need to review strategic school Improvement thresholds and support levels in order to reflect need for greater challenge in order to ensure schools do not coast.
- 3.2.12 Despite the considerable investment being made in inclusion policy and provision locally, permanent exclusions in schools have risen at a level above the national average in recent years. This follows Wolverhampton previously being a zero excluding LA for a number of years. Additionally the number of learners with social emotional mental health (SEMH) assessed needs requiring access to non - Wolverhampton specialist provision (currently 38), despite local SEMH commissioned provision recording only 60% learner occupancy at the time of writing this report is a cause for concern. The LA recognises these developments as issues requiring urgent action and plans are underway with a view to securing longer term sustainable solutions.

4.0 Financial implications

- 4.1 The cost of implementation of the SEND Reforms will be met from the approved budget of the Education Directorate and associated High Needs Block delegated budgets. In addition the Council has been allocated £200,000 SEND reform grant by DfE for 2017/18. [MF/14032017/P]

5.0 Legal implications

- 5.1 Under Section 13 of the Education Act 1996 the Council has a duty to contribute to the development of the community by securing efficient primary and secondary education and promote high standards in the city. [Legal Code: TS/02032017/Y]

6.0 Equalities implications

6.1 Some pupils and some schools face greater challenges in achieving educational success; there are therefore profound equalities implications to the LA and to schools in ensuring that every child and young person achieves their full potential and every school provides good educational outcomes.

7.0 Environmental implications

7.1 There are no direct environmental implications arising from this report

8.0 Human resources implications

8.1 There are no direct human resource implications arising from this report

9.0 Corporate landlord implications

9.1 There are no direct Corporate Landlord implications arising from this report

10.0 Schedule of background papers

10.1 N/A.

Appendix A: Headline Summary Data

1. Population	<ul style="list-style-type: none"> Wolverhampton has a higher proportion of children and young people (32%) compared to England (30.4%).
2. Prevalence	<ul style="list-style-type: none"> There are 6,935 pupils receiving SEN provision in Wolverhampton, of which 5,782 (83%) received SEN support, 972 (14%) received a SEN statement and 181 (2.6%) received an EHC plan in 2015/16 851 children with SEN or EHC Plans have accessed social care services as in April 2015. In 2015, Wolverhampton had significantly higher prevalence of moderate (59.2 per 1,000) and severe (5.34 per 1,000) learning difficulties compared to England where the prevalence is 28.6 per 1,000 and 3.8 per 1,000 respectively. There were 1,030 children and young people in Wolverhampton recorded on CareFirst with learning disabilities in April 2015. The rate of children with learning disabilities known to schools in Wolverhampton (65.9 per 1,000) in 2015 is significantly higher compared to England (33.7 per 1,000) and West Midlands (48.5 per 1,000). Also, Wolverhampton has the 2nd highest rate of children with learning disabilities known to schools compared to the 15 CIPFA neighbours. In April 2015, there were 314 children and young people aged 25 and below recorded with autism by CareFirst and 345 by Graphnet. In 2014, the rate of children with autism known to schools in Wolverhampton was 4.6 per 1,000.
3. Education	<ul style="list-style-type: none"> The trend in the proportion of pupils receiving SEN support and SEN statements/ EHC plans in Wolverhampton is decreasing. Moderate LD is the most common type of primary SEN need in primary schools (48.7%) as well as secondary schools (41.1%) followed by Speech , Language and Communication Needs (SLCN) (17.7%) for primary schools and Social, Emotional and Mental health (19.4%) for secondary schools. In Special schools in Wolverhampton, severe LD is the most common type of primary SEN need (27.1%) followed by Moderate LD (24.9%) and ASD (14%).
4. Educational Attainment	<ul style="list-style-type: none"> KS1: Gap between England and Wolverhampton for the percentage of children achieving level 2 or above in KS1 for all four subjects has decreased. KS2: The gap in achieving level 4 in KS2 for all four subjects between children with SEN and those without SEN has fallen from 2012 to 2015 across Wolverhampton. Attainment by 19 years: Since 2006, percentage of children with SEN achieving level 2 in year 11 in Wolverhampton has improved dramatically by 43.3% for children with SEN without statement and by 19.5% for children with statement of SEN. Attainment by 19 years: Since 2006, percentage of children with SEN achieving level 3 in year 11 in Wolverhampton has improved by 13% for children with SEN without statement and by 5.2% for children with statement of SEN.

5. Wider determinants	<ul style="list-style-type: none">• In 2015, Wolverhampton has an IDACI score of 31.3 which is 12th most deprived in England.• Claimants for Disability Living Allowance (DLA) aged 0-24 years are increasing in Wolverhampton, particularly for boys.• The total fertility rate for women is higher in Wolverhampton compared to England, particularly for women aged 15-19 years and 20-24 years.• Smoking at the time of delivery (18.8%) in Wolverhampton in 2014/15 is higher compared to 14.2% in West Midlands and 11.4% in England.
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