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MEETING:	Overview and Scrutiny Committee - People Achieving their Potential Workstream
DATE:	Tuesday, 5 November 2019
TIME:	2.00 pm
VENUE:	Reception Room - Barnsley Town Hall

AGENDA

People Achieving their Potential Workstream

Councillors T. Cave, Ennis, Felton, Frost, Griffin, Hayward, Lodge, Makinson, Mitchell, Newing, Tattersall, and Williams.

Administrative and Governance Issues for the Committee

1 Declarations of Pecuniary and Non-Pecuniary Interest

To invite Members of the Committee to make any declarations of pecuniary and non-pecuniary interest in connection with the items on this agenda.

2 Minutes of the Previous Meeting *(Pages 3 - 6)*

To note the minutes of the previous meeting of the Committee held on 1st October, 2019 (Item 2 attached).

Overview and Scrutiny Issues for the Committee

3 Special Education Needs & Disabilities (SEND) Provision in Barnsley *(Pages 7 - 22)*

To consider a report of the Executive Director Core Services and the Executive Director People on SEND Provision in Barnsley (Item 3a attached) and the Barnsley SEND Improvement Programme Plan on a Page (Item 3b attached).

Enquiries to Anna Marshall, Scrutiny Officer

Email scrutiny@barnsley.gov.uk

To: Chair and Members of Overview and Scrutiny Committee:-

Councillors Ennis OBE (Chair), Bowler, Carr, T. Cave, Clarke, Felton, Fielding, Frost, Gollick, Green, Daniel Griffin, Hand-Davis, Hayward, Higginbottom, Hunt, W. Johnson, Leech, Lodge, Lofts, Makinson, McCarthy, Mitchell, Newing, Noble, Phillips, Pickering, Richardson, Smith, Stowe, Sumner, Tattersall, Williams, Wilson and Wraith MBE.

Electronic Copies Circulated for Information

Sarah Norman, Chief Executive

Andrew Frosdick, Executive Director Core Services

Rob Winter, Head of Internal Audit and Risk Management

Michael Potter, Service Director, Business Improvement and Communications

Martin McCarthy, Service Director, Governance, Members and Business Support
Press

Witnesses

Item 3 2.00pm

Rachel Dickinson, Executive Director – People Directorate, BMBC

Nina Sleight, Service Director, Education, Early Start & Prevention, People Directorate, BMBC

Richard Lynch, Head of Barnsley Schools' Alliance, People Directorate, BMBC

Judith Nash, SEND Strategy Development Manager, People Directorate, BMBC

Cllr Margaret Bruff, Cabinet Spokesperson – Children's Services

Representative from Barnsley Clinical Commissioning Group (BCCG)

Nick Bowen, Executive Principal of Horizon Community College and Chair of Barnsley Schools' Alliance

Nichola Smith, Head Teacher, Meadstead Primary Academy and Chair of Barnsley Schools' Alliance Leadership Sub-Group

Melissa Mackell, Parent Participation Co-ordinator, KIDS

MEETING:	Overview and Scrutiny Committee - Thriving & Vibrant Economy Workstream
DATE:	Tuesday, 1 October 2019
TIME:	2.00 pm
VENUE:	Reception Room - Barnsley Town Hall

MINUTES

Present

Councillors Ennis OBE (Chair), Carr, Felton, Fielding, Gollick, Hayward, Hunt, W. Johnson, Lodge, McCarthy, Noble, Pickering, Richardson, Smith, Sumner, Tattersall and Wilson

12 Apologies for Absence - Parent Governor Representatives

No apologies/Apologies for absence were received in accordance with Regulation 7(6) of the Parent Governor Representatives (England) Regulations 2001. It was highlighted that Ms K Morrith has resigned as a Parent Governor Representative. A recruitment process will commence shortly. Thanks were expressed to Ms Morrith for her contribution and attendance over the years.

13 Declarations of Pecuniary and Non-Pecuniary Interest

The following Councillors declared non-pecuniary interests in Minute No. 15 as follows:

- Councillors W. Johnson and Fielding as they are landlords;
- Councillor Tattersall as she is a Berneslai Homes Board Member;
- Councillor Noble as she is a tenant of Berneslai Homes, and
- Cllr Lodge as he works for the homeless charity Centrepoin and has family and friends who are Berneslai Homes tenants.

14 Minutes of the Previous Meeting

The minutes of the meeting held on 10th September were approved as a true and accurate record.

15 Void Council Properties

The following witnesses were welcomed to the meeting:

David Shepherd, Service Director – Economic Regeneration, Place Directorate, BMBC

Sarah Cartwright, Group Leader, Housing Growth, Place Directorate, BMBC

Steve Davis, Director of Assets, Regeneration & Construction, Berneslai Homes

Tony Griffiths, Housing Management Group Manager (East), Berneslai Homes

Cllr Tim Cheetham, Cabinet Member, Place (Regeneration & Culture), BMBC

It was highlighted that the purpose of the report is to provide the Overview and Scrutiny Committee with context and insight into the voids management and letting processes used to manage Barnsley Council's social rented properties.

It was explained that the Decent Homes standard ensures that all properties are of an acceptable standard whereas the Void standard sets out the *minimum* acceptable standard once work has been completed on a property, taking into account routine and non-routine work, with different lengths of time to turn around the property in question.

Barnsley's performance, in terms of average void time, is favourable when compared with near neighbours who have brought their housing management back in-house. Despite a council house new build programme and investment in acquisitions and conversions, there is still an ongoing net loss to the council house stock as a result of Right to Buy sales (160 last year, around 140 this year) Homelessness issues also present a number of challenges.

In the ensuing discussion and in response to detailed questioning and challenge the following matters were highlighted:

Barneslai Homes has a comprehensive asset management database which gives detailed information about every property and its condition. This, along with proactive estate management, helps to identify signs of vulnerability along with the impact on communities in terms of nuisance etc. Regular checks of all properties are not possible and would be too intrusive. Rather, directed support is used to help tenants maintain their tenancies. Enforcement is used as a last resort when a tenant refuses and results in a severe detrimental effect on the community. Recharges are used when work has to be done on a void property that has occurred other than through fair wear and tear or contributing vulnerability factors

Open plan garden maintenance can be problematic and are often a balance between what the tenant wants and long term costs. Tenants, where it is part of their tenancy regulations to do so, are encouraged to do their own maintenance where possible and any requests for improvements are considered. Grass cutting is done on open-plan areas to an agreed schedule. Members expressed a concern that often grass is cut but not collected, which presents a Health and Safety concern. This will be fed back to Neighbourhood Services but there may be a resource implication.

One of the criteria of the Decent Homes standard is around a 'reasonable degree of thermal comfort'. Concern was expressed that new air source heat pump systems installed in Council properties were expensive to run. It was explained that no new systems had been fitted in the last 3 years and that this type of system was the only viable alternative to gas but did operate differently and tenants would need help with operating them. Air source and ground source pumps works similarly but air source systems need larger radiators. Grants are available to cover the costs of installation. It seems that there is anecdotal evidence around higher running costs, with some tenants reporting them cheaper to use. Barnsley Federation of Tenants and Residents has compiled a report on running costs, which will be shared with the Committee.

Empty property spot checks take place four times a year, with customers accompanying Berneslai Homes officers on visits to a random sample of properties which are ready to let. These are in addition to checks carried out by contractors who have carried out work to meet the standard. All properties are checked for cleanliness and mould growth and contractors check and sign properties off.

A Member expressed concern that sometimes prospective tenants may feel pressured into taking properties which are not of an acceptable standard and which require decoration. It was explained that properties are 'General Needs' properties and must be safe, clean and in a good state of repair but that decoration is a tenant's responsibility. A small decorating budget is available but only for hard to let properties. Hard to let properties may be in 'pockets' or individual types e.g. bedsits and are gradually reducing due to proactive housing management, working with tenants and partners to resolve issues and taking action when appropriate.

In the case of disputes about the condition of properties, there is a complaints process for tenants and tenants should never feel under pressure to accept an unreasonable offer. It was felt that a database of photographs would be useful to highlight the condition of properties available to let.

Mould growth is becoming more common and can have health implications for children with asthma and those who are more vulnerable. Depending on the state of the plaster, this can be sprayed down with fungicide or can sometimes become major works. Tenants are also given advice about how to treat mould themselves in their packs.

The Council manages four properties to help them fulfil their homeless responsibilities which Berneslai Homes are not involved with. Holden House has been decommissioned for homeless provision and will be brought back in to use for a different client group in the future. Some previous occupants now have their own tenancies. Members were concerned that four properties is insufficient and that there are 'hidden' homeless (such as 'sofa-surfers') who are not included within the homeless statistics. An increasing number of homelessness cases are being awarded Band 2 priority in particular but also Bands 1 and 3. This increase in numbers and a reduction in vacant properties is creating a problem, which is being considered by the Housing Options Team as a greater 'mix' of property types is needed in relation to Council bid programmes.

In terms of vulnerable people, it is not just about finding properties but also providing the right support to people at the right time through agencies such as Centrepont and Humankind. Work is currently underway to develop a service with a specialist provider for those with mental health issues, which highlights the need to understand household needs and what tenancy support packages are available.

A Member raised concerns that 2 x 4 bed properties had been vacated pending demolition to enable access to a new-build housing estate when 275 families are on the waiting list for 4-bed properties. It was explained that this has to be done from time to time to maximise housing growth and development for the future. In this instance, additional properties will be provided as part of the development. There are currently around 8,000 people on the waiting list for a Council property.

When previous tenants vacate a property, fixtures and fittings are passed on to new tenants after they have been checked for safety. This includes carpet, intruder alarms, kitchens, cookers etc. When carpets are of poor quality they have to be removed. However, 97% of waste materials are currently recycled. Cooking facilities can be provided through the furnished tenancy scheme. When an adapted property is vacated attempts are made to re-let to a tenant with similar needs but this is not always easy.

Members were invited to a public meeting on 9th October at Priory Campus as it was acknowledged that they have an important role to play around voids and tenants – they are the eyes and ears of what is happening locally and should continue to flag up issues in their areas.

RESOLVED that:

- (i) Witnesses be thanked for their attendance and contribution;
- (ii) Consideration be given to defining a 'decoration standard' for our properties and should include a re-examination of the budget available for decoration, given the increasing needs of clients ;
- (iii) Consideration be given to providing a portfolio of property photographs alongside the database of properties;
- (iv) Consideration be given to increasing the number of properties set aside to prevent homelessness in the Borough;
- (v) Neighbourhood Services be asked to consider using grass cutting equipment which also collects the grass;
- (vi) Consideration be given to increasing the independent inspection of completed works to void properties, and
- (vii) Members be provided with the Barnsley Federation of Tenants and Residents report on heating systems.

Chair

Item 3a

Report of the Executive Director Core Services and the Executive Director (People) to the Overview & Scrutiny Committee (OSC) on 5 November 2019

Special Education Needs & Disabilities (SEND) Provision in Barnsley

1.0 Introduction

- 1.1 The purpose of this report is to inform the Overview & Scrutiny Committee on the current position of Special Education Needs & Disabilities (SEND) provision in Barnsley.
- 1.2 The report also focusses on the development and implementation of an improvement programme; the strengthening of governance arrangements and highlights the ongoing challenges, particularly in relation to meeting the increased demand for more specialist school placements.

2.0 Background

- 2.1 Children and young people have special educational needs if they find it significantly more difficult to learn, or if they have a disability that prevents or makes it difficult for them to use the same educational facilities as others their age. They often face multiple barriers which make it more difficult for them to reach their full potential. Early identification and support is crucial in improving outcomes and reducing inequalities.
- 2.2 If it is felt that a child may have special educational needs and may need extra support they are assessed to find out what their needs are. The school then arranges appropriate support for the child, known as SEN Support. Often the school or setting will be able to meet these needs and offer them a broad, balanced and relevant curriculum throughout their education, including additional support or learning in different ways to other children of their age.
- 2.3 If a child has special educational needs that aren't being met by SEN Support, or their needs are so substantial that a mainstream setting can't meet them, then they will be assessed to see if they need an Education, Health & Care Plan (EHCP). This is a legal document that identifies the educational, health and social needs of the child and sets out the additional support to meet those needs. EHCPs follow a child throughout their time in education potentially up to the age of 25.
- 2.4 It became a statutory requirement under the Children and Families Act 2014 for every council to publish a local offer, setting out the support they expect to be available for all children and young people with SEND. Schools and early years providers are subject to a statutory duty to co-operate to develop the local offer. The local offer covers information on schools and colleges; travel to school and college; early years education and childcare; health services and support; social care; training; and housing employment and leisure opportunities. A link to the Barnsley SEND local offer is included in section 16 of this report.
- 2.5 Since the introduction of the Children and Families Act 2014, Ofsted and the Care Quality Commission (CQC) are required to inspect local areas on their effectiveness in identifying and meeting the needs of children and young people with SEND. This includes how they are supported to achieve the best possible educational and other outcomes such as being able to live independently, secure meaningful employment and be well prepared for their adult lives. The 'local area' includes the Local Authority, Clinical Commissioning Group (CCG), Public Health, NHS England for Specialised Services, Early Years Settings, Schools and Further Education Providers. To date, Barnsley is still to be inspected.

3.0 Current Position – Children with SEND in Barnsley

3.1 The total number of children on the current SEND register (January 2019) in Barnsley schools is 4,945, which equates to around 15% of all pupils of school age. The most common primary diagnosis of the type of SEND are moderate learning difficulty (MLD), followed by social, emotional and mental health (SEMH), speech, language and communication (SLCN) and autistic spectrum disorder (ASD).

3.2 The table below demonstrates the local authority’s latest published position (January 2019) in relation to numbers of pupils supported through SEN Support in schools; those with an Education, Health and Care Plan (EHCP); those placed in special school settings both locally and those placed in Independent Non-Maintained Special Schools (INMSS).

SEND Key Data		2019		
		LA	Statistical Neighbour	National
Population	Children and young people population (school age) ^{1, 3}	34,451	38,158	58,022
	% of population aged 0 - 25 ²	29.5%	29.8%	31.3%
SEND Type	Children and young people with EHCP ¹	4.0%	3.0%	3.1%
	Children and young people with SEN Support ¹	10.9%	12.9%	11.9%
Education Setting	Children and young people with EHCP placed in special school setting	21.4%	37.2%	33.6%
	Children and young people with EHCP placed in Independent Non-Maintained Special School (INMSS)	6.9%	4.7%	6.0%

1. School age population as at January Census (State funded nursery, primary and secondary, state funded and non-maintained special, PRU and Independent)
2. Mid-year population estimates from NOMIS (Office for National Statistics) (1 year in arrears)
3. National and statistical neighbour figures and are averages

3.3 The SEND system in Barnsley continues to face significant challenges in the form of increasing demand and the ability of the Council and its partners in schools and the NHS to meet the needs of an increasing number of children and young people.

3.4 At the start of the new academic year in September 2019, there were 2,378 pupils with an EHCP maintained by Barnsley local authority (LA). This represents an increase of 339 maintained plans compared to September 2018. There has also been an increase in placements within INMSS, with 184 pupils placed in this type of provision as at September 2019, compared to 162 the same time last year.

3.5 All EHCPs carry a resource implication but a key feature of the Barnsley SEND system, as illustrated by the data above, continues to be the extent to which schools feel able to meet pupil needs within existing resource at the SEN Support stage.

3.6 Barnsley has a comparatively higher percentage of SEND pupils with an EHCP and lower percentage of SEND pupils with SEN Support. In particular, pupils with a physical disability

(PD), Speech, Language and Communication Need (SLCN) and Social Emotional or Mental Health need (SEMH) are more likely to have an EHCP compared to national figures. There are some suggestions in the benchmarking data that pupils may not be being identified early enough or given the appropriate level of support (SEN Support/EHCP); this is however subject to ongoing review.

- 3.7 Supporting schools and other settings to identify and meet need at an earlier stage remains a key element of our strategy to both improve childhood experience and outcomes for pupils with SEND and mitigate and reduce financial risk. This approach increases the likelihood that pupils with SEND will experience a positive education close to their peers and local communities.
- 3.8 Although we are creating additional specialist provision, demand for special school places has outstripped the Council's ability to create more places locally within acceptable timescales. In addition, the complexity of pupil needs has meant that the Council has been required to make greater use of the flexibility of INMSS in order to deliver provision appropriate to individual pupil needs. INMSS provision is typically smaller and fees much higher than in our own local schools.
- 3.9 BMBC Cabinet agreed earlier this year to a number of actions to manage demand, improve the quality of the experience of SEND pupils and their families, and to improve the Council's capacity to address with its partners the system-wide issues across the local area SEND partnership.
- 3.10 In support of these proposals, Cabinet also agreed to additional investment worth £1.114 million, primarily to meet pressures within the council's Home to School Transport budget, and to support an improvement in SEND arrangements and provision. These changes have been designed to both improve outcomes for children and young people with SEND and to manage growing pressures on the High Needs (Schools) Budget.

4.0 Current Position – Provisional Educational Outcomes 2019

- 4.1 Provisional education results for 2019 show that outcomes for SEND pupils are continuing to improve. It is important to note this is based on provisional and unpublished data for 2019 outcomes so may be subject to change.
- 4.2 The percentage of SEND pupils achieving a good level of development in Early Years Foundation Stage (EYFS) increased from 20.6% in 2018 to 22.3% in 2019. The increase was due to the improved performance of SEN Support pupils from 21.8% in 2018 to 25.1% in 2019. Pupils with an EHCP did see a decrease but this relates to a small cohort of 30 pupils.
- 4.3 There was also an improvement in the percentage of SEND pupils achieving the expected standard in Phonics at the end of Year 1, increasing from 38.1% in 2018 to 39.1% in 2019. Again the increase was a result of improvements in the performance of SEN Support pupils. The performance of EHCP pupils decreased by 2.3 percentage points for the group of 56 pupils – the smallest cohort we have had for a number of years.
- 4.4 Key Stage (KS) 1 also saw improvements for SEND pupils with 18.2% achieving the expected standard in reading, writing and maths combined, in comparison to 17.2% in 2018. Improvements were seen for both EHCP and SEN Support pupils.
- 4.5 The percentage of SEND pupils achieving the expected standard in reading, writing and maths combined at KS2 also increased from 19.7% to 21.4%. The increase was due to the improvement of SEN Support pupils who increased from 21.4% to 25.0%. Our EHCP pupils saw a 2 percentage point decrease and this related to 135 pupils.

- 4.6 Provisional KS4 data indicates that SEND pupils overall had a Progress 8 score of -0.64 in comparison to -0.59 in 2018. However, pupils with SEN Support made slightly more progress than the year before, improving from -0.50 to -0.46. The progress of pupils with an EHCP dropped from -0.74 to -0.99.
- 4.7 Outcomes for Attainment 8 followed a similar pattern, dropping from 25.4 in 2018 to 25.2 in 2019 for all SEND pupils. SEN Support pupils saw an increase from 30.1 to 30.7 whilst pupils with an EHCP saw a drop from 17.2 to 14.8.
- 4.8 The percentage of SEND pupils achieving a standard pass (grades 4 to 9) in English and Mathematics increased from 22.2% in 2018 to 23.4% in 2019. This was mainly due to improvements seen in the results for pupils with SEN Support who increased from 27.3% in 2018 to 30.7% in 2019. SEN pupils with an EHCP saw a decrease from 13.3% to 9.6%. There was a more positive outcome for SEND pupils in terms of the percentage achieving a strong pass (grades 5 to 9) in English and Mathematics with an increase from 11.9% in 2018 to 12.1% in 2019. Pupils with SEN Support saw a slight drop from 17.4% to 16.2% but pupils with an EHCP increased from 2.0% to 4.3%.
- 4.9 The percentage of SEND pupils entered for the English Baccalaureate (EBacc) a set of subjects at GCSE that keeps young people's options open for further study and future careers, also increased from 7.0% in 2018 to 11.4% in 2019. The increase was due to the improvement in outcomes for SEN Support pupils who saw an increase from 8.7% to 16.8%. Pupils with an EHCP saw a decrease from 4.1% to 1.1%. The EBacc Average Point Score dropped slightly for SEND pupils from 1.99 in 2018 to 1.98 in 2019. The biggest decrease was for pupils with an EHCP who went from 1.24 to 1.07 whilst pupils with SEN Support saw an increase from 2.41 to 2.46.

5.0 Current Position – Health & Care

- 5.1 There are a number of services which may be involved in supporting both children and young people with SEND and their parents/carers. This could include GPs, paediatricians (doctors who specialise in treating children), speech and language therapists, physiotherapists, educational and clinical psychologists and social care.
- 5.2 Within Barnsley, a number of key services are commissioned by NHS Barnsley Clinical Commissioning Group (BCCG) to support the health and care needs of children and young people with SEND. Over the last few years, there has been increasing demand for all of these services which has placed pressure within the system. BCCG has put actions in place to improve each of these including additional financial investment; however there continue to be challenges with recruiting to specialist roles in the workforce.
- 5.3 Some of the key health and care services/challenges are outlined below:
- **Children's Physiotherapy and Occupational Therapy Services** – these are delivered by South West Yorkshire NHS Partnership Foundation Trust (SWYPFT) and include intervention for Children aged 0-16 years in mainstream school (0-19 years in specialist education provision) and Children who have been identified as having physical, sensory, perceptual or learning difficulties that affect their function/independence. The CQC inspected this service in 2016: it was evaluated as good, with outstanding for caring; however it was recommended that the service needed to work towards reducing the referral to treatment (RTT) time. To date the RTT time continues to exceed the 18 week target; however extensive work is being undertaken to clear the backlog and reduce waiting times by March 2020.

- **Autistic Spectrum Disorder (ASD)** - due to long waits on the assessment and diagnostic pathways for autism and pre and post support services, in March 2019 BCCG commissioned the autism assessment and diagnostic service for the over 11's from Barnsley Hospitals NHS Foundation Trust (BHNFT) whilst maintaining the input from SWYPFT's consultant psychologist to provide post diagnosis mental health support where appropriate. It is anticipated that the overall, average waiting times on the autism assessment and diagnostic pathway will be significantly reduced over the next 12 months. BCCG are also leading work to develop just the one neurodevelopmental pathway (this will combine the ASD and Attention Deficit Hyperactivity Disorder [ADHD] pathways and include other conditions) potentially with the pre-requisite of the young person having undertaken an early help assessment which will ensure that the most appropriate support is provided at the earliest possible time. Regional work is also being undertaken in South Yorkshire and Bassetlaw which is looking at the potential of adopting standard protocols and processes in relation to autism assessment and diagnostic pathways and developing pre and post diagnostic support in all of the South Yorkshire areas. This work is also considering the potential of South Yorkshire adopting the Autism Charter and becoming an 'Autism Friendly' region.
- **ASD and ADHD Specialist Early Help Parenting Support** – to support families on the waiting list for services and to help prevent the need for specialist assessment, BCCG have invested in offering targeted early intervention in Family Centres through a combination of one to one support and provision of the evidence-based Webster Stratton Group Parenting Programme to families. Through this, a holistic action plan is developed to support the whole needs of the family and one to one home coaching is also offered to support the embedding of this learning to those families who need it.
- **Brain in Hand (BIH)** – as Barnsley has limited pre and post diagnostic support, BCCG have purchased licences for this on demand support system for those with neurodevelopmental conditions. It gives people access to detailed personalised support from their smartphone, putting the individual more in control of their own support. Always available, it gives easy access to reminders, notes, coping strategies and a team of trained professionals to give help when and where it's needed. BIH helps people with two co-occurring difficulties – impairment to executive function and anxiety. These combined difficulties are associated with numerous mental health problems, including generalised anxiety disorder (5.9%), obsessive compulsive disorder (1.3%), panic disorder (0.6%), attention deficit disorder (10%) specific learning difficulties and autism spectrum condition (0.8%).
- **Child & Adolescent Mental Health Services (CAMHS)** - There continue to be challenges with high demand and long waiting times for these services. Following recommendations of the recent independent review of the Barnsley NHS Specialist CAMHS service by NHS England's Intensive Support Team, BCCG are co-producing a robust CAMHS Service Specification. A competitive procurement process is currently being undertaken to enable the new service to be commissioned and delivered from 1 April 2020. (The Council's Overview and Scrutiny Committee is due to consider CAMHS at a separate future meeting).
- **Speech and Language Therapy (SALT) Services** – to date, performance in relation to waiting times is good.
- **Designated Clinical Officer (DCO) for SEND** – The health position is strengthened where a DCO is in post as this post provides the expertise on all health matters in relation to children and young people with SEND and is the driver towards implementing the SEND Code of Conduct 2015 within the local health services. Currently Barnsley is without a DCO. Despite undertaking two recruitment exercises, unfortunately, no appointment has been made; therefore an alternative way of delivering the DCO role will be considered.

6.0 Barnsley SEND Improvement Plan

- 6.1 Research conducted on behalf of the Local Government Association (LGA) recently found that, in order to be effective, SEND local area systems need to function as a coherent whole.
- 6.2 The full effect of reforms to the SEND system introduced through the Children and Families Act (2014) continues to grow in terms of impact across the full range of local area partners including schools and the NHS.
- 6.3 A detailed SEND Improvement Plan has been developed, designed to bring together the local area partnership to engage in key areas of activity that will ultimately impact on the quality of experience of SEND pupils and their families; encourage partners to identify and meet need at the earliest stage possible; and thereby reduce demand for higher tariff, specialist provision.
- 6.4 Item 4b (attached), shows the Improvement Plan on a Page, and identifies five key areas of improvement:-
- early identification and support
 - quality and efficiency of EHCP processes
 - access to specialist provision, including specialist school places
 - engagement with children and young people and their parents / carers
 - planning for pathways to adulthood
- 6.5 These five key improvement areas are broken down to detailed action plans which are tracked and monitored through our SEND Improvement Programme and overseen by a new SEND Oversight Board.
- 6.6 A key component of the SEND Improvement Plan is to reduce the need to place children and young people in high-cost, out of borough, specialist placements by increasing the availability of specialist provision locally. This will meet our commitment to providing for children's needs within their own community, improving their childhood experiences and contribute to us managing demand on High Needs and transport budgets.
- 6.7 The SEND Improvement Plan brings all partners together to address system issues with the aim of:
- Improving how local area partners work together to identify children's special educational needs as early as possible
 - Ensure timely access to the right support, intervention and service to meet children's needs, and to support families in meeting their children's needs
 - Improve outcomes for children and young people with SEND, including education outcomes; health outcomes; access to further training and employment; opportunities to develop networks; be part of, and live within, their own communities, into adulthood
- 6.8 The Plan also identifies core/customer-facing priorities which are focused on improving quality of provision, services, experiences and outcomes for children, young people and their families. These have been identified on the basis of performance information, including feedback from young people, parents and carers.

7.0 Partnership Governance – SEND Oversight Board

- 7.1 In response to the issues presented to Cabinet in February 2019, the SEND Oversight Board has been established to secure a partnership approach to delivering system-wide improvements, achieve better outcomes and provide assurance to Members and

stakeholders that financial pressures are being managed and mitigated as effectively as possible.

- 7.2 The Oversight Board is now the overarching strategic group that governs the development and implementation of all plans to improve SEND local area arrangements and financial management. The Board is chaired by the Executive Director, People, and its members include key service representatives, including schools, Barnsley Clinical Commissioning Group (BCCG) and Public Health.
- 7.3 The SEND Oversight Board delivers improved partnership-wide grip and discipline in the management of SEND-related pressures and that ensures a reporting and escalation process is in place.
- 7.4 The Oversight Board ensures delivery of the SEND Improvement Programme in line with the plan on a page (Item 4b attached). The work programme of the Board is delivered through three sub-groups focussing on key areas of delivery:

SEND Quality Improvement Group

- 7.5 The SEND Quality Improvement Group develops, manages and monitors the SEND Quality Improvement Plan, co-ordinating activity across services and agencies. It is chaired by the Service Director, Education, Early Start and Prevention, and membership includes lead officers for each of the priorities identified in the plan.

SEND Sufficiency Group

- 7.6 The SEND Sufficiency Group develops, manages and monitors all aspects of the Sufficiency Strategy including improving forecasting tools and provision modelling, placement planning and commissioning. It includes representatives from Finance, People, Place & Business Improvement as well as BCCG and is chaired by the Head of Service (Barnsley Alliance).

SEND Joint Planning Group

- 7.7 The SEND Joint Planning Group brings together early years, schools, services and parent representatives from across the 0-25 SEND system to deliver aspects of the improvement plan. This includes driving the improved integration of service delivery, increasing the effectiveness of early identification and prevention and developing pathways to adulthood. It has system-wide representation and is chaired by the Head of Service (Barnsley Alliance).

8.0 SEND School Placement Sufficiency

- 8.1 Historically, the number of children that Barnsley has placed in Independent Sector Non-Maintained Schools (INMSS) has been slightly above national levels. As noted at the beginning of this report, Barnsley has a higher proportion of children with an EHCP than statistical and national comparators, and this gap is now closing.
- 8.2 According to the most recent data, nationally 6% of pupils with an EHCP were placed in INMSS against 6.9% in Barnsley. In relation to new EHCP placement decisions however, Barnsley's picture improved from 7.1% in 2016 to 2.3% in 2018 (latest available data), against a national rate of 2.8%.
- 8.3 Creation of new places locally has helped to mitigate increased demand for specialist provision. However, new places created have not kept pace with overall demand, leading to the continued increase in INMSS placements over the last year.

- 8.4 Parents and carers, in particular, need to have confidence that local provision can meet their child's needs. However, placements that are planned to come, but can't yet be observed by parents, will take time to gain traction and we need to continue to grow their confidence in local provision.
- 8.5 The SEND Sufficiency Strategy 2017-20 identified the need to increase the availability of placements locally, specifically in three key areas of primary pupil need:
- Social, Emotional & Mental Health (SEMH)
 - Autistic Spectrum Disorder (ASD)
 - Speech, Language & Communication Need (SLCN)
- 8.6 Since the start of the 2018/19 academic year a number of schemes have been delivered in accordance with the strategy to enable the local placement of more pupils. These include:
- An additional (up to) 20 places to be provided by Abbey Special Academy using local authority space within Horizon Community College
 - 10 places for pupils aged 14+ with primarily SEMH needs at Barnsley College
 - A further 10 places for pupils in key stage 1 with SEMH needs utilising the installation of a portable unit at Springwell Special Academy
- 8.7 In addition, some existing provision has been reconfigured to ensure we can meet the needs of as many pupils as possible. For example, the Pupil Referral Unit (PRU) provision at Penistone Grammar School, provided by Springwell for predominantly anxious and phobic pupils, has historically been under-utilised. In response to this, the provision has been redesigned to increase the support available for up to 16 pupils with multiple vulnerabilities and relocated to a dedicated unit within Kirk Balk Academy.
- 8.8 Developments using local authority space within our secondary schools and academies ensure that pupils get the specialist support they need while also enjoying the benefits of access to broader mainstream school facilities and peer groups, where appropriate.
- 8.9 Negotiations are also underway with a number of other schools in Barnsley, both primary and secondary, to increase the number of resourced provision / specialist unit places within mainstream provision. Wherever possible, this seeks to utilise the availability of local authority spaces and assets in or close to mainstream school sites. This approach also supports pupils to remain close to their communities and mainstream peers.
- 8.10 Barnsley commissioners continue to support the development of Special Free Schools in neighbouring boroughs. Negotiations are underway to commission places from two free schools due to open in Sheffield in 20/21 and 21/22.
- 8.11 These developments are in response to a growing trend towards pupils with a complexity of need, together with those who require more specialist provision with a view to reducing and preventing demand for out of authority, independent sector provision.
- 9.0 Feedback from Children, Young People, Parents & Carers**
- 9.1 Some parents and carers feel that support is not always well coordinated between services and that information is not easily accessible and available. In addition, we have investigated a number of complaints where it is clear the parents and carers feel that the EHCP process is often unwieldy and difficult to navigate. As a result of these investigations and parental feedback, a programme of work is focusing on improving the experience for parents, carers, children and young people. Work is also underway to improve communication and co-production approaches with children and young people and their families.

- 9.2 The Children and Families Act (2014) and SEND Code of Practice place great emphasis on the views of children and young people and their parents / carers being central to planning and the decision-making processes. In response to this, and in light of a lack of formal mechanisms to capture the voices of our service users, the council, with the support of Children and Young People's Trust partners, has taken forward two key developments since June 2018 and feedback will be incorporated into the revised SEND Strategy and Improvement Plan.
- 9.3 The first is to appoint a Participation Worker to lead the support of children and young people with SEND, to have their voices heard in the planning and delivery of services, and to allow for greater participation of SEND pupils in broader engagement activities across the borough.
- 9.4 The second key development has been to commission KIDS, a national parent-led charity with experience of supporting parents and carers through SEND parent / carer forums and other engagement processes. Barnsley has been without a formal parent / carer forum since 2016 and KIDS have recently consulted to establish a new forum, which should mean that more formal mechanisms for engagement of parents and carers will be in place in Barnsley in the near future. Services continue to work with parents and carers to take on board their views and learning from complaints is collated and delivered through a coordinated action plan.

10.0 Local Government Association Peer Challenge – SEND

- 10.1 In February 2019, BMBC underwent a peer challenge, conducted by the Local Government Association (LGA). A particular area of focus for the peer challenge was, at the council's request, on their approach to children with special educational needs and disabilities (SEND).
- 10.2 Key recommendations for improvements in the future included the development of a new and increased local offer, needing the council and partners to work together to co-produce alongside children and parents, to improve timely early support.
- 10.3 The recommendations of the Corporate Peer Review have also been incorporated into the SEND Improvement Plan.

11.0 Impact of Improvement Programme & Additional Investment

- 11.1 In February 2019, Cabinet approved additional investment to enhance capacity within key services in order to improve earlier identification of need and to better support schools and others to better meet needs early and prevent escalation. Notably, enhancements in capacity were approved in Educational Psychology, early years support (Portage), specialist SEND commissioning and programme support to drive the improvement plan.
- 11.2 Key posts have been recruited to with another round of recruitment currently underway. Programme support is now in place and is adding invaluable capacity to the improvement programme. In addition, the former SEN Assessment and Review Service has been restructured and renamed the Education, Health & Care Plan Team. The restructure took effect from April 2019 and a high number of resulting vacancies within the team have been successfully recruited to. This will have the effect of reducing our current over-reliance on agency (temporary) staff and increase service stability.
- 11.3 The Barnsley Schools Alliance is the strategic partnership of local schools, academies and the local authority (LA) which delivers sector-led school improvement activity. To date, this approach has focused primarily on raising standards of attainment and achievement in Barnsley schools which has resulted in demonstrable improvements in educational outcomes for Barnsley pupils. However, the drive to improve standards and behavior within schools can

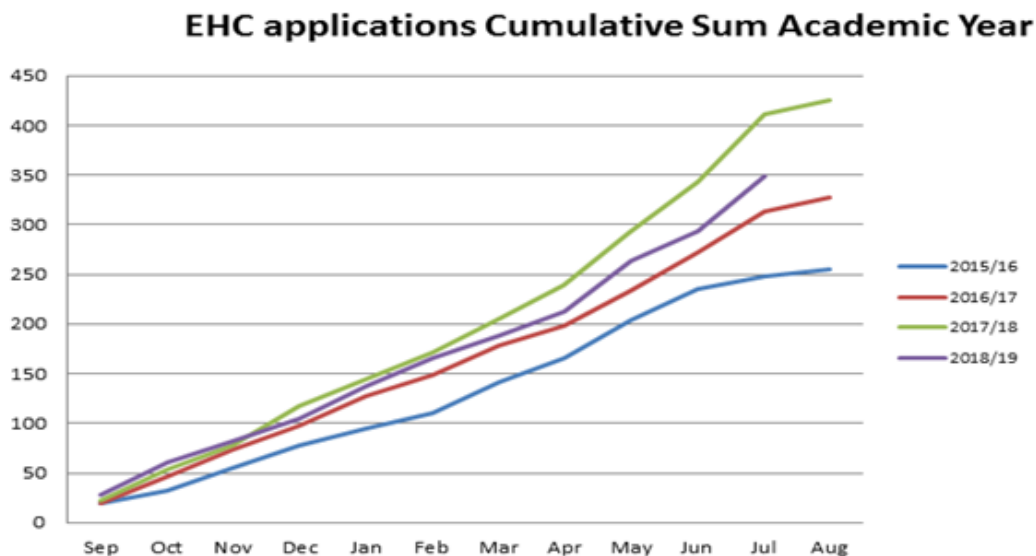
have a disproportionate impact of pupils with SEND. For example, use of exclusions with SEND pupils is significantly higher than national rates and this can create additional pressure on the SEND system.

11.4 In response to these challenges the Barnsley Alliance has agreed to key courses of action in support of the SEND Improvement Plan, including:

- Funding a team of experienced and skilled Special Educational Needs Coordinators (SENDCos) seconded into the LA to deliver sector-led improvement in SEND provision through spreading best practice
- Identifying the improved inclusion of SEND pupils as a key strategic priority for the Alliance
- A specific programme of evidence – based school-to school-peer reviews of SEND practice to identify areas for development and allow for further challenge and support

11.5 Improvement activity across the SEND system is already having an impact. The most reliable measure of how confident schools are in meeting the needs of SEND pupils from within their existing resource and expertise is how many requests for statutory assessment of SEND they generate. This is the first stage of the statutory process in deciding whether a child requires an EHCP. For the academic year just passed (18/19) we have seen a reduction in the year on year rate of increase experienced since 2015 when the reforms first came into effect. It is anticipated that as improvement activity gains traction more pupils will be supported within their mainstream school and this rate will continue to decrease.

11.6 The chart below shows the number of EHCP applications from the 2015/16 academic year to 2018/19:-



12.0 Future Plans & Challenges

12.1 In order to better predict future levels of demand, and to allow sufficient lead-in time to develop more local provision, we are developing more sophisticated forecasting tools for SEND school placement requirements. A number of practice improvements within the EHCP process will assist in future placement prediction and planning, but in addition, colleagues in Public Health and Business Improvement are assisting in developing better means of identifying need early and reliably predicting our future placement requirements. This work links heavily to the ongoing improvements to our Joint Strategic Needs Assessment, published in October 2019, which has been developed with partners as a tool to assess improvements in population health, health inequalities and service integration.

- 12.2 Our improvement plans identify more effective placement planning as a key aspect of not only how we will drive improving outcomes and provision for children, young people and families but also in increasing grip in the management and mitigation of financial risk associated with the High Needs budget.
- 12.3 Timely annual reviews and the processing of EHCPs within statutory timeframes are an essential pre-requisite to a high performing EHCP function that can accurately identify appropriate provision and provide the intelligence necessary to project placement needs. The recent restructure of the EHCP team and substantial improvements to process, together with a plan to tackle the annual review backlog will ensure that performance in this area improves by the end of the 2019/20 academic year.
- 12.4 As more placement provision becomes available locally, some pupils may prefer to transfer to provision closer to home. In some cases, where suitable provision can be established the prospect of a reduction in some currently lengthy journey times may well support parents and children to choose a more local solution. Wherever this is the case, every effort will be made to ensure transfer can be made in a safe and orderly way which is compliant with the SEND Code of Practice and appropriate case law.
- 12.5 There is still much to do, working with partner agencies to help ensure children's needs are met at the earliest stage possible and that the system functions as a coherent whole. The Oversight Board is driving this partnership-wide transformation but also ensuring we take a One-Council approach to problem solving wherever possible.
- 12.6 These actions, in line with the case approved at Cabinet and other improvement activity, should over the course of the coming academic year, start to impact on the ability of schools and other settings to better meet need and eventually reduce the demand for statutory assessment for an EHCP.

13.0 Implications for Local People

- 13.1 The local authority and partners across the local SEND system are committed to the continuous improvement of the quality of provision, services, experiences and outcomes for children, young people and their families. This includes education, health, training and employment, so that they can be part of, and live within, their own communities into adulthood.

14.0 Invited Witnesses

- 14.1 The following witnesses have been invited to today's meeting:-

- Rachel Dickinson, Executive Director – People Directorate, BMBC
- Nina Sleight, Service Director, Education, Early Start & Prevention, People Directorate, BMBC
- Richard Lynch, Head of Barnsley Schools' Alliance, People Directorate, BMBC
- Judith Nash, SEND Strategy Development Manager, People Directorate, BMBC
- Cllr Margaret Bruff, Cabinet Spokesperson – Children's Services
- Representative from Barnsley Clinical Commissioning Group (BCCG)
- Nick Bowen, Executive Principal of Horizon Community College and Chair of Barnsley Schools' Alliance
- Nichola Smith, Head Teacher, Meadstead Primary Academy and Chair of Barnsley Schools' Alliance Leadership Sub-Group
- Melissa Mackell, Parent Participation Co-ordinator, KIDS

15.0 Possible Areas for Investigation

15.1 Members may wish to ask questions around the following areas:-

- How would you describe the current local offer to SEND children and their families in terms of performance and what are the strengths and weaknesses?
- What financial pressures do schools, health and other services face in relation to SEND and how can these be mitigated?
- How have you engaged with parents over the last 12 months and what were the findings?
- If the Barnsley SEND system was to be inspected tomorrow, what do you think the outcome would be and why?
- How do you use data and information to assess the gap between where services currently are, where they need to be, and how robust is the data?
- Can you give an example of how services collaborate to ensure that there is seamless partnership working and parents/carers of children with SEND only have to tell their story once?
- What investigations have been done to see whether it would be better value for money and result in better outcomes for local children if the authority were to introduce specialist education provision within Barnsley?
- What involvement do local strategic health groups, governing boards and partnerships have with the SEND service and how effective are they?
- What areas of practice and performance are you most proud of and how could this be replicated in other areas of SEND provision?
- How do you test the quality and strength of Education, Health and Care (EHCP) plans and ensure that they are constantly reflective of the child's changing needs?
- What is in place to ensure that children with SEND are not faced with inequalities when accessing services in the local area?
- How would you describe the culture in local secondary schools when it comes to formal and informal SEND exclusions, persistent absence and dealing with bullying?
- What research and areas of good practice in other authorities have you used, or plan to use, to improve outcomes for children with SEND and their families?
- How is the transition managed when a SEND child moves to adult services and are there any aspects that may be disrupted or even cease to be offered?
- What are the key actions to be undertaken over the next 12 months and how will these improve outcomes for children and young people with SEND?
- How can Members support the delivery of good quality SEND provision in Barnsley?

16.0 Background Papers and Useful Links

16.1 Background papers and documents included with this report are as follows:-

- Item 4b (attached) – BMBC SEN(D) Quality Improvement Plan on a Page
- BMBC Joint Strategic Needs Assessment:
<https://www.barnsley.gov.uk/services/our-council/research-data-and-statistics/joint-strategic-needs-assessment-jsna/lifestyle-and-wider-determinants/wider-determinants/>
- Barnsley SEND Local Offer:
<https://fsd.barnsley.gov.uk/kb5/barnsley/fisd/localoffer.page?localofferchannel=1783>
- Barnsley OSC 17/10/17: Barnsley SEND Self-Assessment & Plan:
OSC Meeting Papers:
<https://barnsleymbc.moderngov.co.uk/documents/s25888/Special%20Educational%20Needs%20and%20Disability%20SEND%20Local%20Area%20Inspection%20and%20Barnsley%20Self-Evaluation.pdf>
OSC Minutes from 17/10/19:
<https://barnsleymbc.moderngov.co.uk/documents/g4633/Printed%20minutes%2017th-Oct-2017%2013.00%20Overview%20and%20Scrutiny%20Committee.pdf?T=1>
- Local Government Association Report - Developing & Sustaining an Effective Local SEND System:
https://static1.squarespace.com/static/5ce55a5ad4c5c500016855ee/t/5d1cdaee9e6a5400011b6aa7/1562172149452/181108_LGA+SEND_final+report.pdf
- Local Government Association Report - BMBC Corporate Peer Challenge, March 2019:
<https://barnsleymbc.moderngov.co.uk/documents/s55659/Appendix%201.pdf>
- SEND Code of Practice: 0-25 Years:
<https://www.gov.uk/government/publications/send-code-of-practice-0-to-25>
- Government's Young Person's Guide to the Children & Families Act 2014:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/359681/Young_Person_s_Guide_to_the_Children_and_Families_Act.pdf
- BMBC SEND School Placement Sufficiency Strategy 2017-2020:
<https://www.barnsley.gov.uk/media/10492/send-placement-sufficiency-strategy-2017-20.pdf>
- Department for Education – Progress 8: How Progress 8 & Attainment 8 Are Calculated:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/561021/Progress_8_and_Attainment_8_how_measures_are_calculated.pdf

17.0 Glossary

ASD	Autistic Spectrum Disorder
BCCG	Barnsley Clinical Commissioning Group
BHNFT	Barnsley Hospital NHS Foundation Trust
EBacc	English Baccalaureate Qualification
EHCP	Education, Health & Care Plan
EYFS	Early Years Foundation Stage
INMSS	Independent Sector Non-Maintained Schools
JSNA	Joint Strategic Needs Assessment
KS1	Key Stage 1 (primary years 1 and 2)
KS2	Key Stage 2 (primary years 3 to 6)
KS4	Key Stage 4 (secondary years 10 and 11 – GCSE)
LA	Local Authority
LGA	Local Government Association
MLD	Moderate Learning Disability
OSC	Overview & Scrutiny Committee
PD	Physical Disability

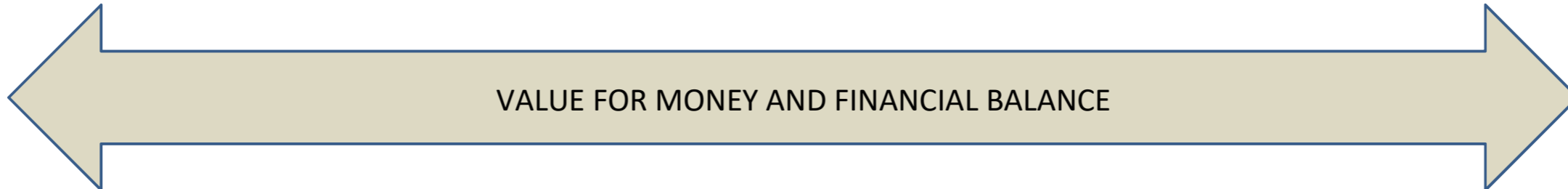
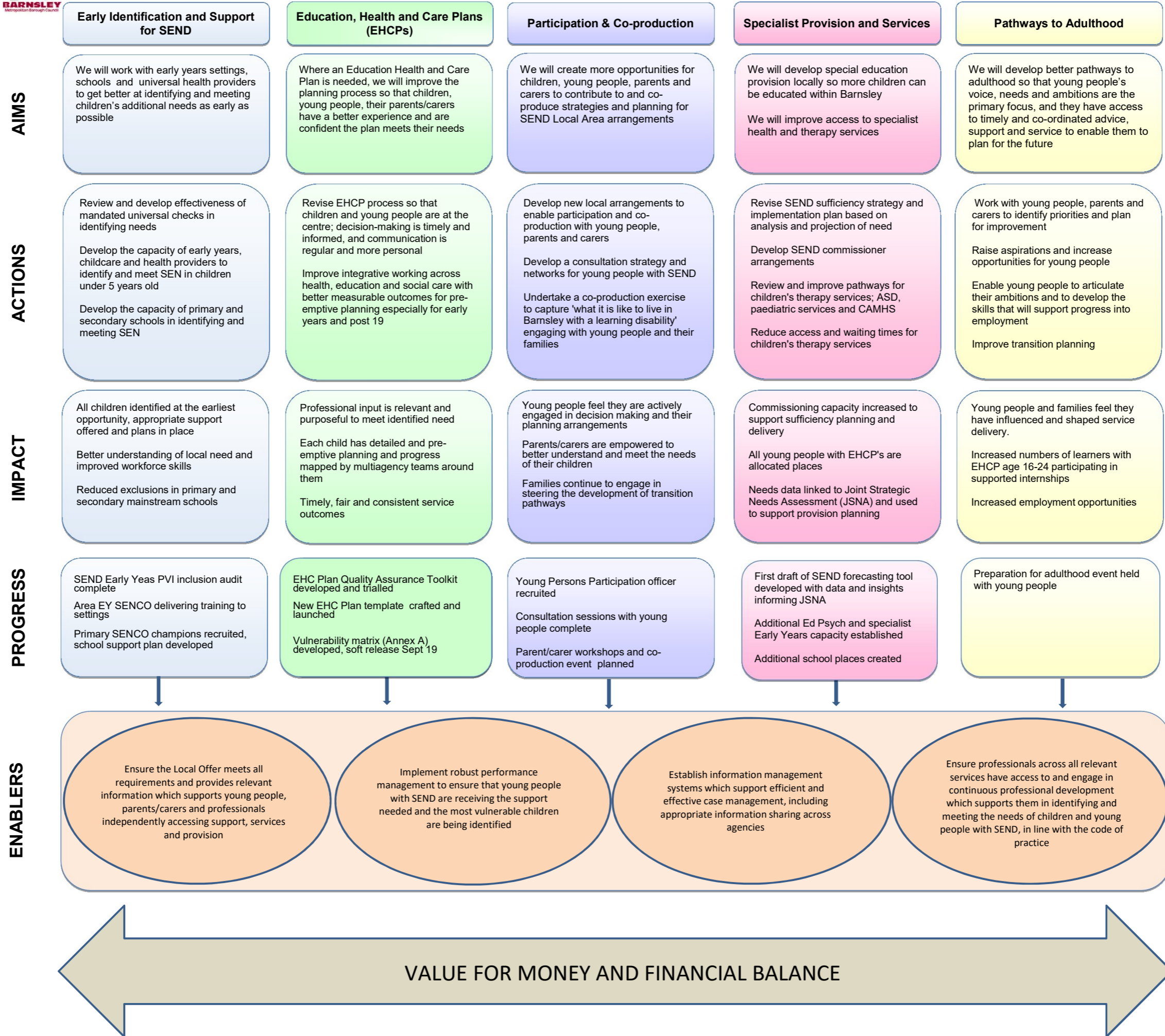
PRU	Pupil Referral Unit
SEMH	Social, Emotional and Mental Health
SEN/D	Special Educational Needs/ & Disabilities
SENDCo	Special Educational Needs & Disabilities Co-ordinator
SLCN	Speech, Language and Communication Needs
SWYPFT	South West Yorkshire Partnership NHS Foundation Trust

17.0 Officer Contact

Anna Marshall, Scrutiny Officer, 28 October 2019



BARNSELY SEND IMPROVEMENT PROGRAMME September 2018 - September 2019



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