

BARNSLEY METROPOLITAN BOROUGH COUNCIL

This matter is a Key Decision within the Council's definition and has been included in the relevant Forward Plan

REPORT OF THE EXECUTIVE DIRECTOR (CHILDREN'S SERVICES) TO CABINET ON 21 APRIL 2021

SCHOOL PLACEMENT AND SUFFICIENCY STRATEGY FOR CHILDREN WITH SPECIAL EDUCATIONAL NEEDS AND/OR DISABILITIES: EXPANSION OF IN-BOROUGH PROVISION TO MEET THE NEEDS OF CHILDREN AND YOUNG PEOPLE WITH AUTISM AND/OR SOCIAL, EMOTIONAL OR MENTAL HEALTH NEEDS

1.0 PURPOSE OF REPORT

- 1.1 To seek Cabinet's approval for the creation of a Council-wide Programme Board, including statutory partners, whose purpose will be to develop a transformational programme aimed at expanding provision in order to best meet the complex education needs of children and young people, particularly the cohort of children and young people with autism or social, emotional or mental health needs (SEMH).

2.0 RECOMMENDATIONS

- 2.1 **That Cabinet endorse the creation of a Programme Board whose purpose will be to develop a Council-wide approach to meeting the education requirements of the above cohort of children and young people as forecasted in Section 4.0 of this report**

3.0 INTRODUCTION

- 3.1 Barnsley Council is determined and committed to continue its improvement journey to achieve outstanding outcomes for all children and young people, including those with special educational needs and disabilities. The recently published SEND Strategy and SEND Improvement plan details five key areas:

- I. **Early Identification and Support** "work with early years settings, schools, post 16 providers and universal health providers to get better at identifying and meeting children and young people's additional needs as early as possible"
- II. **Quality and Efficiency of EHC processes** "improve the planning process so that children, young people, their parents/carers have a better experience and are confident the plan meets their needs."
- III. **Participation and Co-production** "create more opportunities for children, young people, parents and carers to contribute to, influence, and co-produce strategies and planning for SEND Local Area arrangements"

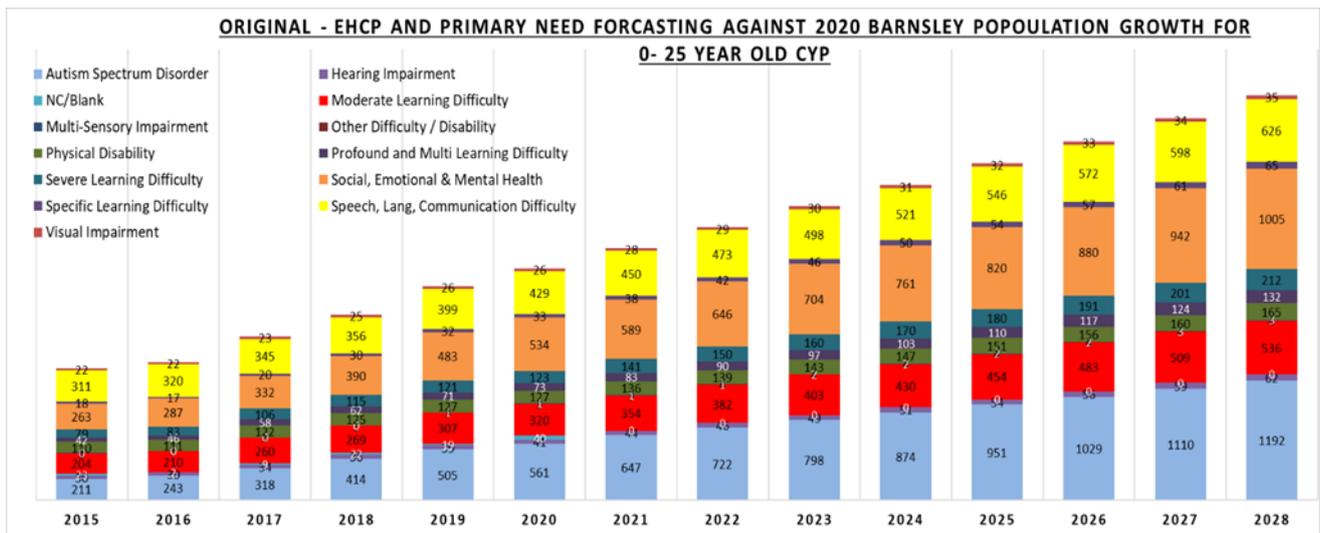
- IV. **Access to Specialist Provision, including Specialist School Places** “develop special education provision locally so more children can be educated within Barnsley”
- V. **Planning for Pathways to Adulthood** “develop better pathways to adulthood so that children and young people’s voice, needs and ambitions are our primary focus”

- 3.2 Barnsley’s SEND Sufficiency Strategy was refreshed in March 2020 setting out it’s objectives to continue to address pressures within the SEND system placing a renewed focus on developing capacity locally through re-setting the balance in favour of Borough based provision which is closer to the child’s home and community and which prevents the alternative of significantly more costly, independent provision outside of the Borough.
- 3.3 Improving parental choice and the quality of the child’s experience whilst, at the same time, promoting inclusion through education, raising aspirations and enhancing outcomes, ensuring children with SEND have access to a placement which best meets their needs closer to home, particularly through investing in and improving the capacity of local mainstream and special schools whilst, at the same time, ensuring value for money and the effective use of available resources.
- 3.4 This capacity development has been informed by a clear assessment of local needs based on localised demographics, prevalence, numbers of children with special needs, categories of needs, utilisation of school settings, in borough and out of borough.
- 3.5 The number of requests for Education Health and Care plans (EHCP) for children with SEMH and Autism needs form most of all current requests for assessment for an EHCP. At present children and young people with SEMH and Autism needs are placed at several settings within BMBC, Springwell Community Learning School, a range of satellite resource provisions and with the Springwell Alternative Academy as well as in independent private school settings both Out of Borough as well as closer to Barnsley, such as for example The Robert Ogden School.
- 3.6 Barnsley’s ongoing SEND sufficiency program is a dynamic process with continuing phases and developments being incorporated, to match population growth and the educational needs of local children and young people with high quality local provision.
- 3.7 From September 2018 through to September of 2020, one focus of Barnsley’s SEND Sufficiency programme was increasing the number of special school/provision places as a result of the significant continual growth in demand for specialist provision in borough. Further developments have been indicated on the Sufficiency Strategy 2020/23 Projects Update (appendix 2 to this report)
- 3.8 These plans led to increases across the borough at various settings providing an additional 125 places so far, ensuring Barnsley has been better able to meet the needs for children predominantly with complex needs. The money for these additional places has come from utilising the Department for Education’s SEND Special Provision fund. Barnsley has an allocation of £1.326 million and has

currently allocated approximately £1.157 million on previous and planned projects (published March 2020).

4.0 PROPOSAL AND JUSTIFICATION

- 4.1 This report outlines proposals to build on addressing the current and future special educational needs and disability (SEND) sufficiency issues, following on from the current SEND Sufficiency Strategy. Recent work to forecast needs in the longer term have highlighted significant pressure on specialist places up to, and beyond, 2028. The SEND Data forecasting work specifically emphasises growing need for the cohort of children and young people with autism, social emotional mental health (SEMH) and post 16
- 4.2 A recent comprehensive forecast dataset has been developed by BMBC Business Intelligence, (appendix 1) reviewing a range of forecast data for children with a current EHCP and for children with SEN Support through to 2028. These datasets demonstrate forecasts across a range of criteria against 2020 Barnsley Population Growth for 0-25-year-old Children and Young People, including profiles for:
 - 4.1.1 Primary Need
 - 4.1.2 Key Stage/Age Groups
 - 4.1.3 Provision Type and Post 16
- 4.3 The data identifies key issues that are a challenge within Barnsley in relation to sufficiency of education places for children with SEND which are:
 - 4.3.1 The lack of designated specialist educational provision for children and young people with needs related to autism and social emotional mental health.
 - 4.3.2 The forecast demand for post 16 specialist educational provision. This is significant due to the SEND reforms, which introduced the right to education provision for young people with education, health and care plans, up to age 25.
- 4.4 These forecasting datasets suggest that there is an ongoing and increasing demand for support for children and young people with SEND and for those with EHCP's. Early analysis has identified that there is a forecast growth in the need to provide support for children with SEMH and autism.



(Table 1- EHCP)

4.5 Analysis on forecasting projections of Primary Needs shows that within the next 8 years, the number of CYP with a Primary Need of Autism Spectrum Disorder (ASD) Moderate Learning Disabilities (MLD) and SEMH will increase as follows:

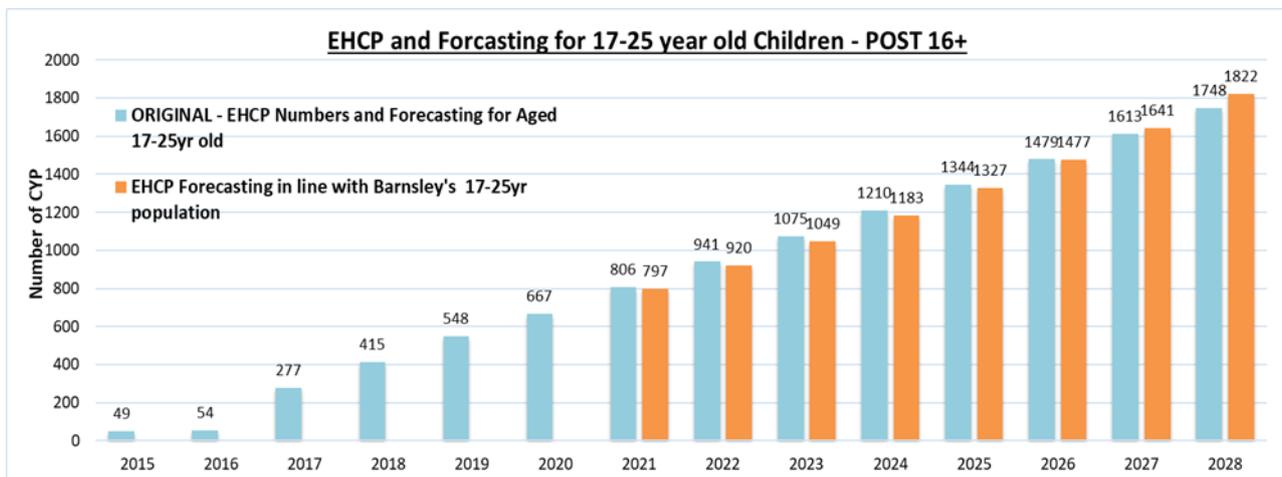
4.5.1 MLD cohort indicates an increase from 320 to 536 CYP with an EHCP over an 8-year period, seeing an increase in primary need by 67.5%

4.5.2 Autism cohort indicates an increase from 561 to 1192 CYP with an EHCP over an 8-year period, seeing an increase in primary need of 112%

4.5.3 SEMH cohort indicates an increase from 534 to 1005 CYP with an EHCP over an 8-year period, seeing an increase in primary need of 88%

4.6 Further analysis of the sufficiency data suggests a significant growth in the number of children aged 16+ with special educational needs.

4.7 Post 16 indicates an increase from 667 to 1748 CYP with an EHCP over an 8-year period, seeing an increase for Post 16 by 162%



(Table 2- Post 16 EHCP)

4.8 Further analysis of current data suggests that the number of children and young people with autism and/or SEMH needs will likely require dedicated specialist

provision within Barnsley. Continual long-term dependence on out of borough and independent non-maintained special schools (INMSS) is not favourable as a long-term sustainable option when viewed against steadily rising increase in needs for these cohorts of children and young people

- 4.9 An overview of the use of Out of Borough placements for Barnsley children and young people still indicates an element of growing dependence on the use of INMSS schools.
- 4.10 The use of the INMSS The Robert Ogden School, for children with Autism. Situated within the borough of Barnsley, the number of children attending this independent provision is currently 57 at a cost of £3.51 million (as at December 2020).
- 4.11 The table below shows a summary from placement data for Out of Borough school places from 2018 through to September 2020.

Financial year	Number of new placements	Cost of new placements	Total number of placements	Total cost of placements
2018/19	46 (inc 9 at TROS)	£1,417,285	164	£6,743,706
2019/20	59 (inc 13 at TROS)	£2,004,692	207	£9,134,443
2020/21	34 (inc 7 at TROS)	£1,695,773	220	£11,233,061

(Table 3 – INMSS OOB placements)

- 4.12 With consideration to the data identifying the future increased need for children and young people in post 16 education, initial discussions have taken place in developing a strategic programme board to develop the post 16 offer within Barnsley and to take the element of post 16 sufficiency forward.
- 4.13 The role of the Programme Board will be to inform evidence led decision making regarding a transformative expansion programme including consideration of a new special school for Barnsley.
- 4.14 The Programme Board will include cross council membership and partners from across the SEND system in health and education as deemed appropriate in line with terms of reference
- 4.15 The Board will consider further in-depth analysis of the SEND cohort data developed by Barnsley Business Intelligence combined with mitigation from sufficiency projects and future strategies is used to identify and ascertain which of several potential options are viable and necessary to support the ongoing SEND Sufficiency plan for Barnsley. Options under consideration include:
 - a) New build
 - b) Review current provision to consider significant expansion on existing sites
 - c) Re -purpose
 - d) Purchase/Lease of buildings

- e) Continue Small Scale Developments
- f) Do nothing

5.0 CONSIDERATION OF ALTERNATIVE APPROACHES

- 5.1 The continuing development of SEND Sufficiency projects are to ensure the best outcomes are delivered for children and young people with SEND within the appropriate education setting in Barnsley. Placement of children and young people in out of borough and INMSS provision needs to be reduced as a result of specialist SEMH and autism provision being made available in borough. Whilst the sufficiency projects are achieving elements of this, limited small scale developments on existing school sites can take up some of the pressure currently, but are unable to achieve the longer-term sufficiency requirements of the local area.
- 5.2 The forecast indicates by provision type for children with an EHCP, Special Academy/Maintained Schools, INMSS and Post 16+ places in Higher/Further Education are the most affected provisions with a sharper increase in need identified with the highest number of children attending these school types.
- 5.3 Growth in demand for Special Academy/Maintained schools, FE places for children with EHCP's is projected as follows:
 - 5.3.1 Special School Provision - currently 524 to 721 CYP with an EHCP over an 8-year period, seeing an increase in demand by 197 (38%)
 - 5.3.2 INMSS/Out of Borough -currently 220 to 428 CYP with an EHCP over an 8-year period, seeing an increase in demand by 228 (94.5%)
 - 5.3.3 Post 16 Provision - currently 667 to 1822 CYP with an EHCP over an 8-year period, seeing an increase in demand by 1155 (173%)
- 5.4 There is a current and growing future shortage of designated specialist educational provision for children with SEMH. Currently Springwell Special School has a pupil admission number (PAN) of 116 and provides places for children with SEMH on the main site, as well as supporting at several satellite resource provisions within local mainstream schools. Springwell also has 89 spaces for the Alternative Academy. On consultation with Springwell Special School, they are often able to meet the needs of identified children and young people, but state that their capacity is limited as a result of building size and are, therefore, unable to offer places. Further to that, the current pupil admission number (PAN) for Greenacre Special School is 342.
- 5.5 There is currently a significantly limited alternative option within borough for children and young people with autism and, combined with parental preference, which cannot often be accommodated, this is a challenge for the local area.
- 5.6 The longer-term increasing use of out of borough placements is not financially viable.
- 5.7 Because of the finite resources allocated through the special provision fund, additional capital is unlikely to be available from this funding stream to invest in any major new developments.

- 5.8 A total estates review combined with an updated finance appraisal has not currently been undertaken to fully assess the impact considering the datasets identified by Barnsley business Intelligence.

6.0 IMPLICATIONS FOR LOCAL PEOPLE/SERVICE USERS

- 6.1 This proposal sets out the development of a Programme Board to assess the feasibility of significant expansion of specialist provision which will enable more local children and young people with SEN(D) to access provision within the Barnsley area. The proposal accords with the overall purpose of the School Placement and Sufficiency Strategy through re-setting the balance in favour of Borough based provision which is closer to the child's home and community and which will prevent over time the alternative of significantly more costly, independent provision outside of the borough.

7.0 FINANCIAL IMPLICATIONS

- 7.1 There are no direct financial implications arising from the proposal to create a programme board to develop a council wide approach to meeting the rising forecast demand and number of SEND pupils in Barnsley.
- 7.2 However, it should be noted that the Council is currently faced with a recurrent budget pressure within the SEND/High Needs budget - £7.3m forecast for 2020/21 (in addition to £5.2m accumulated deficit from the previous year). Also, a budget pressure is currently anticipated for 2021/22, which would be exacerbated in future years if the growth in demand (as outlined in this report) is not addressed.
- 7.3 Work has commenced (through the development of the DSG Management Plan) to assess the financial impact of the projected growth in demand in future years. The outcome of which will inform the work of the Programme Board and the appraisal of strategic options / strategies to meet the rising need for specialist SEND provision in Barnsley.
- 7.4 Future reports will be submitted to SMT/Cabinet on key strategic decisions or options proposed by the Programme Board – there would outline the financial implications on SEND budgets and deficits.

8.0 EMPLOYEE IMPLICATIONS

- 8.1 There are no employee implications directly emerging through this report. However, services of the Council with a stake in best meeting the education needs of children and young people with SEND, particularly those with autism and SEMH will be invited to nominate a representative to serve on the proposed Programme Board as part of its purpose of expanding in-Borough provision via a Council-wide approach.

9.0 LEGAL IMPLICATIONS

- 9.1 There are no legal implications emerging through this report. Should proposals be formulated concerning, for example, the commissioning and procurement of a special free school or directly managed provision in the Borough, the Service Director (Legal Services) will be fully consulted.

10.0 CUSTOMER AND DIGITAL IMPLICATIONS

- 10.1 There are no implications for the current range of access channels to Council services or for the onus towards digital transactions, arising through the report.

11.0 COMMUNICATIONS IMPLICATIONS

- 11.1 There are currently no communications implications for the Council through this report.

12.0 CONSULTATIONS

- 12.1 Statutory SEND partners within the Borough, together with the wider SEND Oversight Board and the Council's Senior Management Team have all been consulted on the proposed formation and role of the SEND School Placement and Sufficiency Programme Board and have endorsed the proposal.

13. THE CORPORATE PLAN AND THE COUNCIL'S PERFORMANCE MANAGEMENT FRAMEWORK

- 13.1 The proposed formation and role of the SEND School Placement and Sufficiency Programme Board will support Outcome 6 of the Council's Corporate Plan, namely that *Every Child Attends A Good School And Is Successful In Learning And Work*. This also forms one of the strategic objectives of the Barnsley Children and Young People's Plan for improving the general wellbeing of all children and young people in the Borough.
- 13.2 Our performance in relation to the local indicator and target concerning the percentage of EHCPs completed within 20 weeks thereby enabling children and young people with a Plan to access a school place which best meets their needs, remains better than the National Average together with the average among statistical neighbours'.
- 13.3 Enhancing the number of school places for all groups of children and young people with SEND, closer to home via investing in local mainstream and special provision is a key strategic priority within the Borough's refreshed SEND School Placement and Sufficiency Strategy (2020-22) which was considered and approved for adoption by Cabinet at the meeting held on 29th April last year. Our progress on this matter forms part of the SEND Performance and Finance reports which are submitted for Cabinet's consideration and oversight on a quarterly basis.

14.0 PROMOTING EQUALITY, DIVERSITY AND SOCIAL INCLUSION

- 14.1 Subject to Cabinet's endorsement, the proposed creation and role of the SEND School Placement and Sufficiency Programme Board will positively benefit children and young people with a protected characteristic under the Equality Act (2010) and Public Sector Equality Duty.
- 14.2 This is to be achieved through an evidence-informed, transformative approach to best meeting the needs of groups of children, particularly with autism and SEMH for whom the availability of school places closer to home and in a learning environment

which will enable them to thrive, requires enhancement as the current system is becoming unsustainable. .

15. TACKLING THE IMPACT OF POVERTY

15.1 The proposal will help in ensuring the impact of SEN(D) including a disability or other complex need, does not prevent or constrain a child from achieving their potential. Promoting inclusion and social mobility through the proposal, will enable children and young with SEN(D) to go on to become more active citizens and benefit from the economic prosperity and increased social capital arising through investment in the Borough's economy and improvements in the long-term health and wellbeing of local communities.

16.0 TACKLING HEALTH INEQUALITIES

16.1 Enhancing the provision of school places which best meet the needs of this cohort of children will go hand in hand with ensuring they receive the help and support required to meet their health needs so that they are better placed to achieve their potential

17.0 REDUCTION OF CRIME AND DISORDER

17.1 There are no implications for tackling crime, disorder or anti-social behaviour arising through consideration of this report.

18.0 RISK MANAGEMENT ISSUES

18.1 Subject to Cabinet's endorsement of the proposal, the responsibilities of the Programme Board will include an action log and operational risk register which will enable it to oversee progress against its priorities and to help authorise any remedial action in managing and mitigating any emerging risks.

19.0 HEALTH, SAFETY AND EMERGENCY RESILIENCE ISSUES

19.1 Cabinet will be aware that currently, during the National Covid-19 Lockdown, schools and colleges remain partially open only to vulnerable children (*including children and young people with SEND who are not clinically vulnerable to the virus or who are not self-isolating*) together with the children who have at least one parent who is a *Key Worker*

19.2 Covid secure learning environments have been established in all of the Borough's primary, secondary and special schools, including mass testing using lateral flow tests, infection control and resilience and recovery plans. This will continue as part of ensuring such children can restore and maintain their learning and stay safe.

20.0 COMPATIBILITY WITH THE EUROPEAN CONVENTION ON HUMAN RIGHTS

20.1 The refreshed SEND Sufficiency Strategy supports our commitment to and is fully compatible with the rights of the child under the Convention. --

21.0 CONSERVATION OF BIODIVERSITY

21.1 There are no implications for the local environment, tackling climate change or the conservation of biodiversity arising through the report.

22.0 GLOSSARY

22.1 None applicable

23.0 LIST OF APPENDICES

23.1 There are no appendices to this report.

24.0 BACKGROUND PAPERS

If you would like to inspect background papers for this report, please email governance@barnsley.gov.uk so that appropriate arrangements can be made

Report author: Nina Sleight (Service Director: Education, Early Start and Prevention)

Financial Implications/Consultation



Joshua Amahwe (02/03/2021)

.....
*(To be signed by senior Financial Services officer
where there are no direct financial implications)*