

Gloucestershire SEND Commissioning Strategy

2019-2024



Gloucestershire
COUNTY COUNCIL

Context

This strategy sets out our assessment of the needs of children and young people in Gloucestershire with SEND and how we aim to meet them.

We know that children with additional needs do not always make the progress they should. The number of children with Education Health and Care Plans has increased rapidly over the last four years and permanent exclusions from school remain worryingly high. The high needs budget is overspending. We need to re-shape provision to meet needs effectively now and over the next five years and to make more effective use of our resources.

The strategy reflects:

- the requirements placed on local authorities and schools by the Children and Families Act 2014 and the SEND Code of Practice 0-25 (2015)
- The Joint Strategy for Children and Young People with Additional Needs (JAND), including Special Educational Needs & Disabilities (SEND) 2018 – 2021 agreed with partner agencies
- the High Needs Strategy agreed by Cabinet in January 2019

The strategic aims are to develop:

- an inclusive education system characterised by effective early intervention and supported by a skilled workforce able to access specialist support when it is needed
- high quality specialist provision available *locally* for those that need it
- a sustainable budget



Where are we now

Gloucestershire is situated on the northern edge of the South West region. In 2017, the resident population of Gloucestershire was estimated at 628,139 people. This represents an increase of around 42,720 people, or 7.3%, since 2007. In 2017, it was estimated there were 141,353 Children and Young People (CYP) aged between 0 and 19 living in Gloucestershire. Over the next ten years, Gloucestershire's 0 to 19 year old population is projected to increase by around 10,000 people or 7.1%, to around 151,400 in 2027. As of January 2019 3,663 of Gloucestershire's children and young people have an EHCP. Of these 729 are aged 16 – 19 and 65 are aged 20 – 25. The number of children in care in Gloucestershire has shown a general increase over recent years. The number of children in care stood at 703 at the end of July 2018. There have been fluctuating levels of Children in Care (CiC) placement stability, with 8.4% (59 of 703) children having had three or more placements in the preceding 12 months (as at July 2018). The number of children in care per 10,000 of under-19 population as at July 2018 is 56.

Outcomes for some of the most vulnerable children and young people who have additional needs are persistently poor and the attainment gap between them and their peers continues to be too wide. In 2017 only 41% of disadvantaged pupils achieved the expected standard or above for reading, writing and Maths in Key Stage 2 (end of primary school) against 68% of other pupils and 20.6% of disadvantaged pupils achieved a strong pass (9-5) in both English and Maths at Key Stage 4 (end of secondary school) against 46.2% of other pupils. and guidance required for this.

Table 1: Numbers and proportions of EHCPs in each provision type (January 2019)

Provision type	Current numbers of EHCP	Percentage
Early Years	40	1.1%
Maintained mainstream schools and academies	1609	43.9%
Maintained special schools and academies	1132	30.9%
Non-maintained special/independent schools	177	4.8%
Alternative provision schools	55	1.6%
Elective Home Education	40	1.1%
General FE/ Training providers	364	9.9%
Special Post 16 institutions	39	1.1%
Social care setting	2	0.1%
Other	205	5.6%

Gloucestershire has a higher rate of children excluded from school than the national average – in the 2016/17 academic year 0.15% of the school population in Gloucestershire (142 children) was permanently excluded from school compared to 0.10% nationally. 50% of these were children with SEND and this is increasing year on year. Of particular concern is the rise in children of primary school age who are excluded from school and the number children and young people who are removed from school by their families to home educate as they feel a school cannot provide the support they need. The high numbers of exclusions are also causing pressure on the current APS provision in county. It is becoming challenging for the local authority to meet the statutory requirement of providing full time education from the 6th day of permanent exclusion and successful transition to mainstream provision from the APS provision is slow and often unsuccessful. The lack of specialist SEMH provision in county also affects APS numbers of CYP with identified SEND needs and an EHCP.

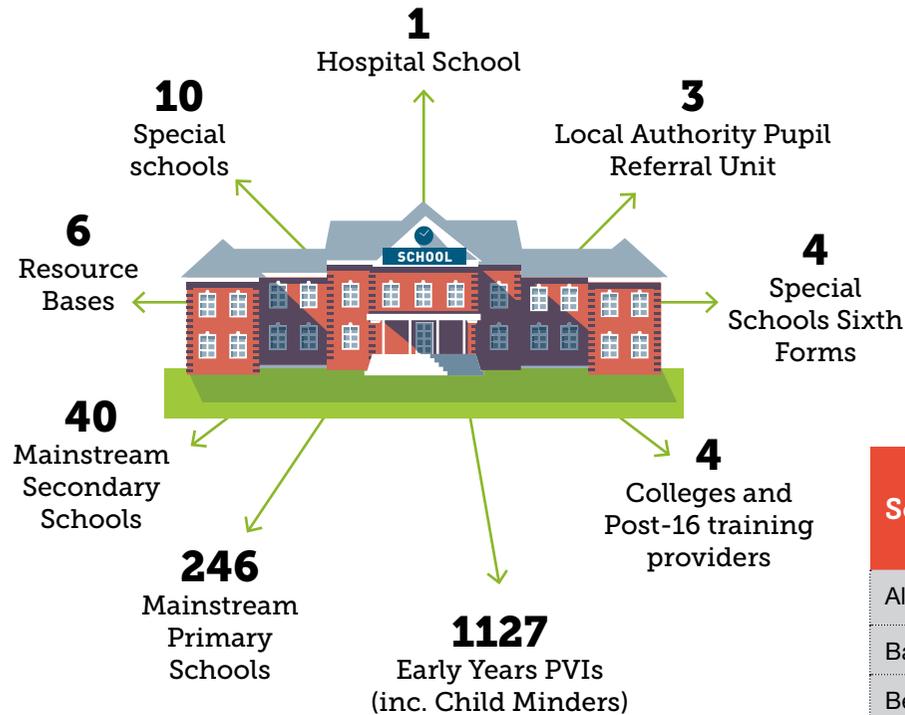
The number of children and young people identified by schools as having additional needs which require them to provide more support has reduced over the last four years (according to January school census returns - from 15,138 in 2014 to 14,678 in 2018) whilst there has been an increase in those children and young people with SEND who require an EHCP to provide enhanced support to meet their needs. The reason for this is unclear but suggests that more should be done early on to identify children and young people with lower level additional needs in an attempt to prevent these escalating. This work is being developed by the Early Years team in identifying needs and improving outcomes as well as embedding transition plans so that intervention work continues into primary school placements. The High Needs Strategy planned implementation phase will develop additional resource for primary schools.

Table 2: Out of County/INMSS Placements and Cost

Financial year	2014/15	2015/16	2016/17	2017/18	2018/19
Number of pupils	110	133	169	166	166
Independent	94	86	110	116	116
Joint funded	16	47	59	50	50
Budget	£5,693,629	£6,255,836	£7,199,691	£8,199,691	£8,599,691
Actual cost	£6,154,893	£6,446,190	£8,189,816	£8,923,761	£9,091,594
Budget overspend	£461,264	£190,354	£990,125	£724,070	£491,903

The number of children with complex needs has been increasing year on year and for a small number of these children and young people the complexity of their care, education and health needs requires specialist support outside of the county or in independent provision. Over the past two years the number and cost of these placements has increased. Work on developing more cost effective in county independent provision as well as more person centred outcome related provision particularly for post 16 placements in FE colleges has begun and continues to develop in line with the Post 16 banding pilot. The joint commissioning of out of county independent placements will be reviewed to ensure that these placements are cost effective and outcomes based.

Overall Special Education Needs - Gloucestershire Provision



 **91%** of Gloucestershire Maintained Schools and Academies are Good/Outstanding schools

90% of Special Schools are Good/Outstanding

The role of the Local Authority is to ensure sufficiency of places for all children including those with SEND within the maintained sector and our regional academies. In order to do this maintained special schools and academies are provided with commissioning briefs from the local authority. These clearly detail the types of need to be provided for, numbers of places being commissioned and admissions procedures for each school. There are occasions when it is necessary to commission services from external providers in order to support education delivery. In the context of continued rising demand, we will need to consider changes to our processes for deciding special school places to meet the increase in demand. We will continue with our strategy to formalise our partnership with independent providers to deliver a best value approach to low incidence high cost needs where there is a need for this provision.

Table 3: Numbers of commissioned special school placements as at 1st September 2018:

School	Primary need	Age range	Commissioned places	Current placements (Sept '18)
Alderman Knight School	C&L	4-19yrs	124	140
Battledown School	EY	2-7yrs	40	37
Belmont School	C&L	4-16yrs	105	107
Bettridge School	C&L	2-19yrs	134	137
Heart of the Forest Community Special School	C&L	3-19yrs	100	74
Milestone School	C&L	2-16yrs	306	291
Paternoster School	C&L	2-16yrs	50	42
Peak Academy Greenfield Academy	SEMH	11-16yrs	60	60
The Ridge	SEMH	5-11yrs	40	47
Shrubberies School Apperley Centre	C&L	2-19yrs	110	112
Total			1,029	1,010

What the data is telling us

An in-depth assessment of CYP with Education, Health and Care Plans (EHCP) has been carried out. The analysis sets out the following:

- Current numbers of CYP with an EHCP
- Breakdown of needs and phases of education
- Breakdown of primary needs against locality (in county)
- Breakdown of primary needs against places in maintained special school/academies (in county)
- Number of CYP in out of county placements by category of primary need
- The forecast of the total number of CYP with an EHCP
- Is summarised in Appendices 1 and 2

The factors to consider when analysing any potential shortfall in specialist placements must include the current levels of under provision within county and the significant reliance on independent non maintained educational provision to meet certain types of primary need. It must be noted that there will always be a need for a small number of places with external providers either for safeguarding reasons or where those needs are so complex it is not reasonable to expect needs to be met within the maintained special school sector.

As the Local Authority is attempting to reduce the number of places that are being made out of county and/or in INMSS provision, additional places will need to be created locally for SEMH needs as these are evidenced as being unable to be met within our current commissioned special school places. The figures which indicate the projected growth in the number of EHCP's being issued over the next few years, inform us of the continually rising needs and the requirement for additional resources.



The trend of an increasing year on year expenditure on INMSS placements would be indicative of both rising demand and a lack of growth within county therefore these CYP who cannot be placed locally near to their homes and communities should be the focus of future planning, particularly as in county placements could have the potential to be more cost effective. Our market analysis exercise has also indicated that there are a large number of pupils with MLD with an EHCP that are taking up places in specialist provision. Further investigation needs to be carried out to determine where needs could be met in a mainstream environment, and to examine if the outcomes for these students are the same or different depending on whether or not they have accessed specialist provision.

- Gloucestershire County Council has increased the number of in and out of county placements in the independent school sector since 2014.
- SEMH needs have been shown to be the presenting need with most in-county provision shortfall (we do not have sufficient places in county). This means that a disproportionate number of CYP are going out of county or into independent provision for their education at a substantial cost to the High Needs Budget.
- A significant number of CYP in Gloucestershire have MLD as their primary presenting need. Our current data shows that those with MLD needs are taking up almost 30% of our maintained special school places in county.
- There has been a substantial rise in the number of CYP who require support through an EHCP. Current forecasting indicates this will continue to rise.
- Current APS provision is not meeting the statutory needs of the local authority or the commissioning requirements.
- Cost effective outcome based post 16 provision in FE colleges needs to be further developed.

Where do we need to be?

- Blurring lines between mainstream and specialist, including bespoke packages of support in order to maintain placements.
- Early Years children with additional needs including SEND should be included in universal settings with specialist input and assessment for complex children.
- LInC/hubs and mainstream inclusion developed and embedded in maintained schools and academies so that CYP are able to attend local schools whilst receiving appropriate interventions and support in order to achieve quality outcomes.
- C&I Centres/Resource Bases that reflect local demand, where outcomes are effective for CYP and that represent value for money.
- Special schools to focus on meeting more defined and complex needs (reflective of locality need and effective use of resources). There are no plans to further increase special school places and with improved mainstream inclusion there will be no need for assessment places within special schools.
- A new SEMH Free School in place to reduce costly OOC/INMSS placements.
- A Post 16 SEND offer delivered primarily by existing FE colleges providing increased flexibility with a focus on pathways to employment, independence and further education. This will provide CYP with an inclusive offer delivered in mainstream settings and will remove the need for post 16 expansion in existing special schools.
- Use of independent sector where necessary underpinned by robust commissioning and monitoring processes.
- A countywide vision for APS which is needs lead, underpinned by the FAP process and robust commissioning briefs and includes partnership work with third sector organisations.

How do we get there?

The local authority views this as a continual journey which will respond to increasing inclusion across all sectors and focus on the vision and principles outlined in the JAND and High Needs Strategies. The outline delivery plan focusses on two main priorities:

1. **Provision** and 2. **Monitoring and Managing Spend.**

Key themes running through each of the priorities

'Children and young people with additional needs including SEND to learn and succeed in local schools that understand, respond and meet their needs in a flexible way.'

Gloucestershire Looking to the Future 2019 – 2022 DRAFT

'Effective and efficient use of resources will guide decision making based on analysis of need, allocation of those resources, and evaluation against agreed outcomes.'

Gloucestershire Joint Strategy for C & YP with additional needs 2018 - 2021

Priority 1: Provision

What we need to achieve?	How we are going to do it?	By when?
Mapping provision, needs and gap analysis	1. Special School places document	January 2019
Post 16 Strategic Plan	1. Promotion 2. Implementation	
Commissioning briefs for special schools and APS	1. Develop and co-produce commissioning briefs with Special School Heads to reflect the current provision in each school 2. Review briefs annually to ensure that they reflect current SEND needs within county and the provision that the local authority requires to meet these needs	March 2019 Annually
Early Years transition and pathways	1. Develop countywide assessment strategy	
Development of 3rd sector provision	1. Market analysis 2. Engagement event 3. Provider catalogue 4. Quality assurance	
High Needs Strategy and development of a 'mainstream plus' offer	1. LinC/HUB model implemented	
Improvement of local SEMH offer	1. Free school bid submitted and approved 2. Partner identified 3. Delivery plan	March 2019
Bespoke packages and personalisation		
Development of APS vision for county	1. Commissioning brief developed 2. Independent review of existing provision 3. Pilot with Young Gloucestershire 4. Overarching vision developed	November 2018
C & I Centres/ Resource Bases	1. Review and evaluation of provision 2. Review service level agreements 3. Sufficiency	

Priority 2: Monitoring and Managing Spend

What we need to achieve?	How we are going to do it?	By when?
Reduce independent placements and costs	<ol style="list-style-type: none"> 1. Monitor current placements 2. Attend annual reviews 3. Post 16 transitions to FE 	January 2019
Review joint funding arrangements and commissioning processes	<ol style="list-style-type: none"> 1. Review current process 2. EHCP casework to be involved in applications 	
DPS	<ol style="list-style-type: none"> 1. Join West Sussex DPS 	March 2019
Post 16 Banding	<ol style="list-style-type: none"> 1. Evaluate Post 16 banding pilot 2. Roll out banding to all FE providers 	June 2019 September 2019
Banding for special schools and mainstreams	<ol style="list-style-type: none"> 1. Review current banding process for special schools 2. Design and implement new banding in line with the RAS 	January 2019 September 2019
Review and quality assure Post 16 high needs placements	<ol style="list-style-type: none"> 1. Review current placements and spend 2. Monitoring visits 3. Work with casework and adult social care to transition CYP 	

Monitoring and Review

- Attendance of JAND
- Regular reporting around delivery plan to Education SLT
- Annual reporting to HoS for CwAN (as Chair of JAN Mgmt) for inclusion of progress within annual review of JAN strategy.

Appendix 1: INMSS placements and spend

Table 4 shows a comparison with neighbouring counties of the numbers of children and young people in an INMSS by academic year:

Local Authority	2014/15	2015/16	2016/17	2017/18
B&NES	60	72	76	77
Bristol	88	99	78	74
Dorset	124	187	121	188
Gloucestershire	111	133	169	165
North Somerset	68	71	82	95
South Gloucestershire	86	94	106	
Wiltshire	129	133	134	

Table 5 shows a comparison with neighbouring counties of the total spend on INMSS placements by academic year (£ millions):

Local Authority	2014/15	2015/16	2016/17	2017/18
B&NES	3.1	3.7	5.0	5.6
Bristol	4.7	5.0	5.3	4.8
Dorset	n/a	11.8	10.1	14.0
Gloucestershire	6.2	6.4	7.8	8.5
North Somerset	2.3	2.4	3.0	3.7
South Gloucestershire	6.4	7.1	8.0	
Wiltshire	6.5	8.0	7.6	

This data shows that since the SEND reforms were introduced in 2014, Gloucestershire has experienced a 48% increase to in INMSS placements made. This has resulted in an increase spend in Gloucestershire of 37% on these placements.

Table 6 shows the distribution of Primary Need by National Curriculum Year in INMSS as at 1st September 2018

National Curriculum Year	ASD	HI	MLD	PD	PMLD	SEMH	SLCN	SLD	SPLD	VI	Total
1			2								2
2				1							1
3					1			1			2
4	2		1	1	1				1		6
5		1				1	1				3
6	1			1		1					3
7	2		3	1		6	2	2	1		17
8	3	1				4	3				11
9	5		2	2	1	11	2				23
10	3		6	1		15	2	1			28
11	4		2			12	2	1			21
12	4		2	1	2	12	4	2			27
13	4		2		1	8	2		3		20
14	3		3	5		2	1	2	1		17
15			3	3	3	1		3			15
16			2	1	1		1	3			12
17			2					2			4
18			1		2			1		1	7
99			1								1
Total	39	2	32	17	12	73	20	18	6	1	220

This data shows that by far the highest category of need being catered for in INMSS is Social Emotional Mental Health (SEMH) and that these are heavily weighted in the secondary sector.

Appendix 2: Specialist SEND provision in Gloucestershire

Table 7 shows Primary Need by Locality Areas as at 1st September 2018

Locality Areas	ASD	HI	MLD	MSI	OPP	PD	PMLD	SEMH	SLCN	SLD	SPLD	SPN	VI	Total
Cheltenham	126	7	210	1		36	9	99	66	20	13		5	592
Cotswold	61	6	97		1	34	8	58	35	23	10		2	335
Forest	84	5	136			39	14	103	76	33	15	2	4	511
Gloucester	177	10	274	1	1	62	24	175	165	66	17		10	982
Out of county	19	1	14			2	4	32	8	3	1			84
Stroud	122	8	151	1		33	12	108	75	24	10	2	5	551
Tewkesbury	93	7	125	1	1	29	13	75	83	21	4		2	454
Total	682	44	1007	4	3	235	84	650	508	190	70	4	28	3509

This shows that the highest numbers of CYP with an EHCP are recorded in Gloucester (982) with the lowest numbers in the Cotswolds (335). There are currently 84 CYP from out of county. The predominant primary need in Gloucestershire is Moderate Learning Difficulties (MLD), followed by ASD and SEMH

Table 8 shows Primary need by Phase of Education as at 1st September 2018

Phase:	ASD	HI	MLD	MSI	OTH	PD	PMLD	SEMH	SLCN	SLD	SPLD	VI	Total
Early Years	3	3	1	0	0	1	6	0	0	0	0	0	592
Primary	318	21	408	1	3	92	36	211	241	49	17	10	335
Secondary	223	15	373	3	0	76	25	288	173	67	30	13	511
Post 16	138	5	225	0	0	66	17	151	94	74	27	5	982
Total	682	44	1007	4	3	235	84	650	508	190	74	28	3509

This data shows that by far the highest category of need being catered for in INMSS is Social Emotional Mental Health (SEMH) and that these are heavily weighted in the secondary sector.

Table 9 shows the primary needs of pupils attending Gloucestershire Special Schools as at 1st September 2018.

Primary Needs												
School:	ASD	HI	MLD	MSI	PD	PMLD	SEMH	SLCN	SLD	SPLD	VI	Total
Alderman Knight School	43	1	43	1	2	1	8	37	1	1	2	140
Battledown Centre for Children & Families	19		5		2	2	1	7	3			39
Belmont School	22		58		1		7	15	3	1		107
Bettridge School	42		26	1	11	13	1	7	29	6	1	137
Green Field Academy							4					4
Heart of the Forest Community Special School	16		11		6	9		12	17	2	1	74
Paternoster School	13		8		2	7		4	7	1		42
The Milestone School	66		103	1	13	24		41	38	4	1	291
The Peak Academy	2		6				46	2				56
The Ridge Academy	1						46					47
The Shrubberies School	34	1	34	1	2	3	3	12	19	3		112
Total	258	2	294	4	39	59	116	137	117	18	5	1049

The data indicates that Gloucestershire Special Schools are supporting a high proportion of CYP with Moderate Learning Difficulty followed by Autism/SLCN.

Dated:
March 2019



Gloucestershire
COUNTY COUNCIL