

For general release

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| REPORT TO: | Children and Young People Scrutiny Sub-Committee 27 November 2018 |
| SUBJECT: | Special Educational Needs |
| LEAD OFFICER: | David Butler, Director of Education and Youth Engagement |
| CABINET MEMBER: | Councillor Alisa Flemming, Cabinet Member for Children Young People and Learning |
| PERSON LEADING AT SCRUTINY COMMITTEE MEETING: | David Butler, Director of Education and Youth Engagement Alison Farmer, Head of 0-25 SEN |

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| ORIGIN OF ITEM: | The item is contained in the Sub-Committee's work programme. |
| BRIEF FOR THE COMMITTEE: | To consider the update on the Council's SEND Strategy |

1. EXECUTIVE SUMMARY

This report provides an update on the Council's SEND Strategy, the performance of children and young people with SEN, the work of the 0-25 SEN team and SEN funding.

2. SEND Strategy

2.1 Croydon Council has reviewed special educational needs and disabilities demand, practice and provision and engaged with stake-holders, including parents, young people and schools to inform the development of a draft three year SEND Strategy (see Appendix 1).

The SEND Strategy sets out the context and key areas for development over the coming three years.

2.2 There is a shared view about the need to improve early identification and intervention, in particular to make this more joined up. Currently there are inconsistencies and parents are sometimes engaged in discussions about our processes rather than their child's progress. Key focus are:

- Improvement of Health Visitor and antenatal checks;
- Improved timescales for autism assessment and diagnosis

- Provision of early intervention through home-based learning and
- Inclusion and intervention for children in early year settings with funding for targeted support to the end of the Early Years Foundation Stage (reception class in primary school).

2.3 The SEND Strategy focuses on addressing increased demand, achieving better outcomes for children and young people through best value provision that is local to Croydon and a child's community. The Strategy sets out plans for:

- Working with locality groups of schools to improve inclusion, with the focus being head teacher and Local Authority partnership to address the needs of the local community and clear expectations of the reasonable adjustments and SEN Support that the Council expects all Croydon schools to provide.
- Best value special education provision through improved pathways for children whose parents choose special education, with capital investment in the new free special school for autism and increased places in existing special schools.
- Support for children with disabilities and their families - to maintain family life the SEND Strategy sets out a three year plan to review and develop Croydon's short breaks and respite offer.
- Joint commissioning of speech and language and occupational therapies with on-going review about the provision, demand and outcomes
- Reducing the exclusions of SEND pupils, the numbers of SEND in Pupil Referral Units (PRUS) and special schools, Children Missing Education and managed moves.

2.4 A further focus of the SEND Strategy is transition from children's to adult services, the pathway to independent living and employment. Currently Croydon maintains too many EHC Plans for too long; disproportionate levels of high needs funding is spent on the 17-25 age range without clear evidence of positive outcomes. We continue to place young people with SEND out of the Borough, away from their families and community. We need to improve the pathways into employment for young adults with learning difficulties and have a better community offer, including supported accommodation for young people with mental health, challenging behaviour and/or learning difficulties.

2.5 The SEND Strategy will drive improvement through:

- Development of a post 16 SEN Centre of Excellence at Croydon FE College. This will provide 75 places and a personalised curriculum for local young people with learning difficulties which is focused on supporting independence in the community. The college and Local Authority will work in partnership to develop opportunities for supported employment.
- Increased number and range of supported internships for young people with learning difficulties building on the initial success of supported internships with Croydon Council (September 2017/18), which resulted in six young people gaining paid employment.

- Improved planning across children’s and adults health services to ensure that those young people with complex health and/or mental health needs have continuity of care.
- Support for young adults with disabilities to transition from education and to live independently in the local community with supported accommodation, personal assistants that have the skills and expertise to enable young people to live fulfilled lives in the community. The SEND Strategy sets out a three year plan to review and develop Croydon’s adult care offer for young people.

2.6 There will be a two – three month period of consultation during November, December 2018 and early January 2019 with adoption of a final SEND Strategy planned for early 2019.

3.0 Performance of children with SEN

The performance of children with SEN is reported annually in the standards report to Cabinet. The attainment data below is reported from the January 2018 census.

In Croydon children with an EHC Plan achieve below the national average in Key Stage 1.

Attainment at Key Stage 2, and Key Stage 4 for children with an EHC Plan and with SEN Support is in line with national and London average levels of attainment.

Attainment at Key Stage 1

Table 1 - percentage of pupils who met the expected standards in phonics

English Reading

| | SEN with a statement or EHC plan | | | SEN support | | | Pupils with no identified SEN | | | All pupils | | |
|--------------------------------|----------------------------------|------|-------|-------------|------|-------|-------------------------------|------|-------|------------|------|-------|
| | All | Boys | Girls | All | Boys | Girls | All | Boys | Girls | All | Boys | Girls |
| ENGLAND (state-funded schools) | 14 | 14 | 12 | 34 | 34 | 32 | 84 | 82 | 85 | 76 | 72 | 80 |
| London | 16 | 16 | 15 | 43 | 44 | 42 | 86 | 84 | 87 | 78 | 75 | 83 |
| Inner London | 17 | 18 | 15 | 45 | 46 | 42 | 87 | 85 | 88 | 79 | 75 | 83 |
| Outer London | 15 | 15 | 14 | 43 | 43 | 41 | 85 | 83 | 87 | 78 | 74 | 82 |
| Croydon | 7 | x | x | 41 | 41 | 41 | 85 | 82 | 87 | 77 | 73 | 82 |
| Statistical neighbour average | 15 | 15 | 12 | 42 | 43 | 42 | 85 | 83 | 87 | 77 | 73 | 82 |

NB: ‘x’ reflects numbers suppressed due to small number and potential for identification of individuals

Table 2 - percentage of students achieving national standards in English

English Writing

| | SEN with a statement or EHC plan | | | SEN support | | | Pupils with no identified SEN | | | All pupils | | |
|--------------------------------|----------------------------------|------|-------|-------------|------|-------|-------------------------------|------|-------|------------|------|-------|
| | All | Boys | Girls | All | Boys | Girls | All | Boys | Girls | All | Boys | Girls |
| ENGLAND (state-funded schools) | 9 | 9 | 10 | 23 | 22 | 25 | 77 | 72 | 81 | 68 | 62 | 75 |
| London | 11 | 11 | 12 | 33 | 32 | 34 | 80 | 76 | 83 | 72 | 66 | 78 |

| | | | | | | | | | | | | |
|--------------|----|----|----|----|----|----|----|----|----|----|----|----|
| Inner London | 13 | 13 | 13 | 35 | 35 | 36 | 82 | 78 | 85 | 73 | 68 | 80 |
| Outer London | 10 | 10 | 11 | 32 | 31 | 33 | 79 | 75 | 83 | 71 | 65 | 78 |

Table 3 – percentage of students achieving national standards in mathematics

| | SEN with a statement or EHC plan | | | SEN support | | | Pupils with no identified SEN | | | All pupils | | |
|--------------------------------|----------------------------------|------|-------|-------------|------|-------|-------------------------------|------|-------|------------|------|-------|
| | All | Boys | Girls | All | Boys | Girls | All | Boys | Girls | All | Boys | Girls |
| ENGLAND (state-funded schools) | 14 | 15 | 10 | 35 | 39 | 28 | 83 | 84 | 82 | 75 | 74 | 77 |
| London | 17 | 18 | 12 | 45 | 48 | 39 | 85 | 86 | 85 | 79 | 77 | 80 |
| Inner London | 18 | 20 | 13 | 46 | 50 | 39 | 86 | 87 | 85 | 79 | 78 | 80 |
| Outer London | 16 | 17 | 11 | 44 | 47 | 39 | 85 | 86 | 84 | 78 | 77 | 80 |
| Croydon | 8 | x | x | 40 | 42 | 38 | 83 | 83 | 84 | 76 | 74 | 79 |
| Statistical neighbour average | 15 | 16 | 11 | 44 | 47 | 38 | 85 | 86 | 84 | 78 | 76 | 79 |
| Croydon | 5 | x | x | 29 | 30 | 28 | 76 | 71 | 82 | 69 | 62 | 76 |
| Statistical neighbour average | 11 | 10 | 11 | 32 | 32 | 33 | 80 | 76 | 83 | 71 | 65 | 77 |

Attainment at Key Stage 2:

Table 4 – percentage of students achieving national standards in reading, writing and mathematics combined

| | Pupils with no identified SEN | SEN support | SEN with a statement or EHC plan | All pupils |
|--------------------------------|-------------------------------|-------------|----------------------------------|------------|
| ENGLAND (state-funded schools) | 71 | 21 | 8 | 62 |
| London | 76 | 29 | 9 | 67 |
| Outer London | 76 | 27 | 8 | 67 |
| Inner London | 78 | 32 | 11 | 68 |
| Croydon | 72 | 27 | 7 | 64 |
| Statistical neighbour average | 74 | 26 | 8 | 65 |

Attainment at Key Stage 4

Table 6 – percentage of students achieving national standards

| | Number of eligible pupils ⁽⁴⁾ | | | | Percentage achieving 9-5 in English & mathematics (7) | | | |
|--------------------------------------|--|-------------|----------------------------------|---------------------------|---|-------------|----------------------------------|---------------------------|
| | Pupils with no identified SEN | SEN support | SEN with a statement or EHC plan | All pupils ⁽⁹⁾ | Pupils with no identified SEN | SEN support | SEN with a statement or EHC plan | All pupils ⁽⁹⁾ |
| England¹⁰ | 449,420 | 54,584 | 19,707 | 524,932 | 47.9 | 15.6 | 5.3 | 42.9 |
| London | 63,248 | 8,967 | 2,889 | 75,518 | 54 | 19.8 | 7 | 48.2 |
| Outer London | 43,101 | 5,300 | 1,803 | 50,547 | 55 | 19.2 | 8 | 49.2 |
| Inner London | 20,147 | 3,667 | 1,086 | 24,971 | 53 | 20.7 | 6 | 46.0 |
| Croydon | 2,917 | 446 | 121 | 3,579 | 47 | 16.8 | 7 | 40.6 |
| Birmingham | 10,218 | 1,422 | 484 | 12,127 | 46 | 14.3 | 4 | 40.2 |
| Haringey | 1,658 | 369 | 100 | 2,127 | 52 | 16.8 | 5 | 43.6 |
| Lambeth | 1,439 | 381 | 126 | 1,949 | 47 | 22.6 | 4 | 39.3 |
| Lewisham | 1,886 | 260 | 101 | 2,247 | 43 | 15.4 | 4 | 37.9 |
| Brent | 2,617 | 188 | 102 | 2,908 | 54 | 9.6 | 9 | 49.8 |
| Ealing | 2,265 | 357 | 99 | 2,722 | 58 | 17.6 | 12 | 50.7 |
| Enfield | 3,032 | 352 | 102 | 3,487 | 47 | 14.8 | 4 | 42.6 |
| Greenwich | 1,885 | 195 | 84 | 2,166 | 45 | 23.1 | 7 | 41.6 |
| Merton | 1,155 | 187 | 77 | 1,420 | 56 | 25.1 | 8 | 49.2 |
| Waltham Forest | 1,907 | 468 | 111 | 2,486 | 50 | x | x | 41.4 |
| Statistical neighbour average | | 418 | 139 | 3364 | 50 | 18 | 6 | 44 |
| Difference S/N ave Croydon | | 28 | -18 | 215 | -3 | -1 | 1 | -3 |
| Difference England Croydon | | | | | -1 | 1 | 2 | -2 |

There are 3940 children identified at SEN Support (11.58%) in primary schools and 2418 (10.9%) in secondary schools.

4.0 Update on work of 0-25 SEN Service - EHCP teams

4.1 During the period June-September 2018 there has been a re-organisation of the SEN Service to better address the increased demand; working in partnership with schools by reducing caseloads so that EHC Co-ordinators can work more closely with parents and young people and focusing earlier on planning for adulthood and transition from education to employment, independence and adult care.

The new structure (see Appendix 2) separates service delivery for children and young people with SEND from delivery of the Council's statutory duties in regard to EHC Needs assessment and EHC Plan maintenance. From September 2018 the SEND Services has two teams, for 0-11 and 12-25 age ranges, each comprised of seven EHC Co-ordinators, with a senior practitioner and SEN Team Leader. At the time of writing Croydon has appointed a new 12-25 SEN Team Leader and is recruiting to the 0-11 SEN Team Leader position. The re-structure created an SEN Business Relations Team focused on communication and quality assurance of provision in schools and maintaining effective data to support accurate financial forecasting and effective

and efficient payments. The re-structured SEN Teams includes an increase of 6 EHC Co-ordinators and 5 EHC Co-ordinator assistants; this has enabled caseloads for each practitioner to be reduced from up to 400 to just over 200. The introduction of the 12-25 years SEN Team is to support early planning for transition to adulthood, and to meet statutory duties to start transition planning at 13 years.

- 4.2 The re-structure has created an Early Years Area SENCo Team Leader post with responsibility for leading an early years intervention and inclusion team and re-introducing Portage, which provides home-based learning for children with complex disabilities. Additionally group or drop-in sessions are provided for parents of children with severe learning difficulties and whose children are not yet attending an early years setting. This provision helps parents learn about their child's needs and supports the child directly in making developmental progress.
- 4.3 The Youth Disability Service has extended services for disabled young people with the development of a two day one year programme to support young people leaving specialist education and transitioning into care or supported employment in the community (see report of the first year which ended in July 2018). Parents/carers and young people have been positive about the difference this provision has made. The Youth Disability Service will be positively impacted by re-generation of the adjoining park, with improved sports facilities (increased size of MUGA) and better boundary arrangements. The phasing and building works during the re-generation programme may require alternative accommodation for the post 19 programme, given the complex nature of young people's needs.

The voice of young people with SEND has been integral to the development of Croydon's draft SEND Strategy. Young people have been engaged through the youth disability service and schools and supported in sharing views about education, employment and housing. Individual young people provide views about their aspirations through the review of EHC Plans, this information supports development of provision in schools.

Establishing a formalised forum for Croydon young people with SEND to share views will be taken forward through the SEND Strategy action plan.

- 4.4 Croydon Sensory Support Service for children and young people with Hearing Impairment (HI) and/or Visual Impairment (VI) continues to be well-regarded. There is an agreement between Kingsley Primary Academy and the CSSS which sets out the arrangements for the service to run the HI Enhanced Learning Provision. CSSS trades services to LB Sutton.
- 4.5 The Council reports annually to the DfE the data regarding children for whom the Council maintains an Education, Health and Care (EHC) Plan, there are key performance indicators which reflect statutory duties. In January 2018 Croydon Council maintained 2600 EHC Plans; by October 2018 this number had risen to 2900; this is an unprecedented increase. The Five Year High Needs Strategy aims to manage demand by giving greater ownership of decision-making to mainstream schools with the introduction of inclusion funding to meet needs early without the need for an EHC Plan.

Performance reported in January 2018 was as follows:

- Completion of EHC needs assessment within 20 weeks – 90% (SEN2 2018)
This is above the national average. Since January 2018 the level of demand alongside the final stage of completing transfers of statements of SEN to EHC Plans has put pressures on the SEN Service's capacity to complete the EHC needs assessment within 20 weeks. We anticipate reporting a lower percentage within timescale in the January 2019 SEN2 return.
- Completion of transfers of statements of SEN to EHC Plans by April 2018 – Croydon SEN Service transferred all statements of SEN to EHC Plans by the end of May 2018. This performance was within the top third of Local Authorities across the country.
- Completion of secondary transfers for children with an EHC Plan by 15th February 2018 – 92% were completed within timescale
- Completion of post 16 transfer by 31st March – 65% were completed within timescale, this is a 10% increase on 2017.
- In a recent London EHC Plan quality peer moderation process facilitated by the SEND Reform Partner, Mott McDonald, Croydon's EHC Plans were commended. Feedback indicated that Croydon's EHC Plans were clear to read, had a golden thread between the young person and parents' views and the description of a child's needs, provision and placement.

5.0 SEN Funding – Dedicated Schools Grant, High Needs Block

5.1 Funding for children with SEN comes to the Local Authority through a High Needs Block Grant from the Department for Education. The total allocation for Croydon for 2018-19 is £59,213,000

5.2 The High Needs Block forecast at the end of Quarter 2 is an overspend of £5.2 million in year with a cumulative overspend of over £12m. Increased demand, with numbers of children with an EHC Plan standing at over 2900, compared with 1800 statements of SEN in 2013, an over-reliance on the independent sector, in particular post 16 and a need to improve transition to adult services are key drivers.

5.3 Below by age range the number of EHC Plans maintained by Croydon (October 2018) is:

0-4 years – 104
5-16 years – 2239
17-25 years – 562

The percentage of High Needs Funding that is spent by age group (October 2018) is:

0-4 years – 1%
5-16 years – 58%
17-25 years – 41%

- 5.4 A five year High Needs strategy has been agreed by Schools Forum. The Council has appointed consultant, Peter Gray, expert in this area, to support the Council's work with head teachers to manage the placement and provision for young people differently. The scale of the challenge of managing a balanced High Needs budget is such that this requires all partners within the Council, in education, children's and adults social care, schools and health partners, including CAMHS and the voluntary sector to work together to better meet needs in local state-funded education. A culture change is required with greater emphasis on inclusion in local schools, a reduction on reliance on EHC Plans and more joined up work between partner agencies to achieve timely transition to adult social care and more responsive mental health services. Alongside the focus on inclusion Croydon's capital investment programme and Education Estates Strategy is driving forward increase in places and improvements to local state-funded special schools (St Nicholas and Red Gates Schools) and the new free special school (Addington Valley – on track to open September 2020).
- 5.5 Placement of children with an EHC Plan drives up demand for travel arrangements and puts pressure on the SEN Transport budget. There is currently a forecast overspend of £1.5m. Croydon Council is consulting on personal travel budgets for post 16 year olds. However, the increase in EHC Plans issued by the Council will continue to put pressure on this budget. The five year High Needs Strategy aims to reduce reliance on EHC Plans and place children locally, which will lead to a reduced pressure on the SEN Transport budget. This strategy is planned over five years and will take time to affect a change in current placement patterns of SEN transport arrangements.

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BACKGROUND DOCUMENTS: None

APPENDICES: Draft SEND Strategy