

READING BOROUGH COUNCIL

REPORT BY DIRECTOR OF CHILDREN, EDUCATION AND EARLY HELP SERVICES

TO:	ADULT SOCIAL CARE, CHILDREN'S SERVICES AND EDUCATION COMMITTEE		
DATE:	12 JULY 2017	AGENDA ITEM:	11
TITLE:	SPECIAL EDUCATIONAL NEEDS AND DISABILITY (SEND) STRATEGY		
LEAD COUNCILLOR:	COUNCILLOR JONES	PORTFOLIO:	EDUCATION
SERVICE:	CHILDREN, EDUCATION AND EARLY HELP SERVICES	WARDS: ALL	BOROUGHWIDE
LEAD OFFICER:	HELEN REDDING	TEL:	74109
JOB TITLE:	SEND IMPROVEMENT ADVISER	E-MAIL:	helen.redding@reading.gov.uk

1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1 This report and its appendices set out the context for change in relation to provision and support for Special Educational Needs and Disability (SEND) in Reading Borough. It proposes a strategy for addressing the key areas for improvement and development that will support universal and specialist provision across a range of agencies in meeting the needs of children and young people with SEND and their families into the future. The proposed strategy is attached as Appendix 1.
- 1.2 A Strategy is required to provide an agreed framework that enables provision and support to be planned across key agencies that deliver the SEND Code of Practice (2014) in a coordinated way, ensuring that children and young people's needs are met at the right time, making best use of the resources available.
- 1.3 Appendix 1: SEND Strategy 2017 - 2022
Appendix 2: Data
Appendix 3a and 3b: High Needs Block
Appendix 4: Progress to date
Appendix 5: Duties as set out in legislation and guidance

2. RECOMMENDED ACTION

- 2.1 *To approve the SEND Strategy 2017 - 2022.*

3. POLICY CONTEXT

- 3.1 This report and its appendices support Reading Borough Council's implementation of the SEND Reforms set out in the Children and Families Act 2014

4. THE PROPOSAL

- 4.1 Currently there is no SEND Strategy which has resulted in a position whereby the historical range of provision and services in Reading Borough does not meet the changed profile of needs of children and young people with SEND locally.
- 4.2 In order to plan for the future, a deeper analysis of the profile and complexity of children and young people's needs is required to support strategic planning of provision. In line with national trends, there has been an increase the numbers of children with additional needs, and in a change in the profile of needs, in particular those diagnosed with an Autistic Spectrum Condition (ASC) and those with social, emotional and mental health difficulties (SEMH). Contextual data is provided in Appendix 2.
- 4.3 The range of services and provision, including support for universal services to identify and meet the needs of children at the earliest stage, needs to be reviewed to ensure that the current and future profile of needs across Reading Borough can be met within the local area.
- 4.4 There is currently a significant overspend in the High Needs Block (HNB) of the Dedicated Schools Grant (DSG). The High Needs Block spend requires review to ensure that it is based on evidenced need and is targeted where it needs to be, supporting improving outcomes for children and young people. Further information is set out in Appendix 3a and 3b.
- 4.5 Progress has been made with converting the previous statements of SEND to Education Health and Care Plans (EHCPs), and the timescales met compare well to other Local Authorities. Co-production with young people with SEND and their families is key to the delivery of the SEND Reforms 2014. Reading Borough Council has been working closely with other partners including parent carers and Reading's Parent Carer Forum. More detail is set out in Appendix 4.
- 4.6 The involvement of parents/carers from the start in developing and then implementing plans and strategies that may impact on children and young people with additional needs is essential and at the heart of the SEND Reforms. The impact of working with Reading's Parent Carer Forum has been very positive to date, and has fed through into a number of different elements of work. The Parent Carer Forum will be involved in the delivery of all elements of the strategy.
- 4.7 The involvement of young people in the development and implementation of the strategy is key to its success. This engagement is currently less developed than that with parents / carers but will be further developed as part of the strategy.

5. CONTRIBUTION TO STRATEGIC AIMS

5.1 The proposals contained in this report meet support the following Corporate Plan priorities:

1. Safeguarding and protecting those that are most vulnerable;
2. Providing the best start in life through education, early help and healthy living;
6. Remaining financially sustainable to deliver these service priorities.

5.2 The decision contributes to the following Council strategic aims:

- To establish Reading as a learning City and a stimulating and rewarding place to live and visit
- To promote equality, social inclusion and a safe and healthy environment for all

5.3 The SEND Strategy involves a range of partners including health partners, and its delivery will support improving health outcomes for children and young people.

5.4 Once the element of work on deeper interrogation and analysis of the range of data and information on the range and profile of needs and forecast future needs is complete, a plan will be developed that ensures sustainability of provision.

6. COMMUNITY ENGAGEMENT AND INFORMATION

6.1 Section 138 of the Local Government and Public Involvement in Health Act 2007 places a duty on local authorities to involve local representatives when carrying out "any of its functions" by providing information, consulting or "involving in another way".

6.2 Co-production with parents / carers is at the heart of the SEND Reforms. This report and its appendices set out how this has happened to date, and is a key element of the delivery of the strategy. Reading's Parent Carer / Forum bring a valuable perspective and constructive challenge to the future planning of services.

6.3 Co-production is not the same as consultation, although consultation can form a part of an overall co-production process. Co-production happens when service providers and service users recognise the benefits of working in true partnership with each other. This process is adopted 'from the start', when planning, developing, implementing or reviewing a service. It means that all the right people are around the table right from the beginning of an idea, and that they are involved equally to:

- shape, design, develop, implement, and review services
- make recommendations, plans, actions, and develop materials
- work together right from the start of the process, through to the end

6.3 Although not directly involved in its co-production, the feedback from Reading's Parent Carer Forum to date has been used to inform the strategy. The Chair has been sent a copy of the draft strategy and a meeting has been set up for 29 June 2017 to discuss it in more detail.

7. EQUALITY IMPACT ASSESSMENT

7.1 Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

7.2 An Equality Impact Assessment (EIA) is not relevant to the decision, however all elements of the work involved in delivery of the strategy will support improving outcomes for children and young people with SEND.

7.3 Involving children, young people and their families in the development of services and support is key to the delivery of our equalities duty.

8. LEGAL IMPLICATIONS

8.1 Duties under the Children and Families Act 2014, the Care Act 2014 and the Equalities Act are set out in Appendix 5

9. FINANCIAL IMPLICATIONS

9.1 This proposal will ensure that there is clear information on spend and forecast spend and that high needs budgets are targeted appropriately. It will also seek alternative forms of income where possible. Once detailed analysis of need has been completed, any statutory consultation required to change provision or any requirement to consider capital development would be subject to a further committee report.

9.2 The Council has received grant from the Department for Education (DfE) in 2017 to support review of SEND and an additional grant to support a small amount of capital development. The grants can support implementation of the strategy.

10. BACKGROUND PAPERS

10.1 All Acts listed in Appendix 5 and the SEND Code of Practice.

Reading Borough Council Special Educational Needs and Disability (SEND) Strategy 2017 – 2022



Safeguarding and protecting those that are most vulnerable
Providing the best life through education, early help and healthy
living

1 Introduction

- 1.1 Special educational needs and disability (SEND) is a complex area with a wide range of agencies and professionals involved. While there is evidence of some good practice in the local area, there is a need for a more co-ordinated approach to identifying and meeting needs.
- 1.2 It is expected that the vast majority of children and young people's needs will be able to be met locally, with most in the context of universal services that are able to identify needs early, and are inclusive and responsive to meeting needs within their context whenever possible.
- 1.3 Clear pathways are required that set out expectations of what should be provided by universal services and at what point more specialist services might be required to provide further assessment, advice and support, and/or more specialist provision.
- 1.4 This strategy draws on an overview of relevant and comparative data and information, and proposes a number of key strands which will provide a focus for its delivery. The strategy and action plans that prescribe its delivery will, at a minimum, set out:
 - the actions the authority and its partners are taking to ensure all duties under relevant legislation, statutory guidance and regulations are carried out (see attachment one to this document for a list of relevant legislation);
 - the numbers of pupils who have SEND and the specialist educational provision required in the planning period (see attachment two for pupil data);
 - the projected costs of the provision, and how this is to be contained within budget (see attachment three for tables setting out current dedicated schools grant (DSG) expenditure, including the high needs block (HNB)).

2 Aims

- 2.1 To provide a framework for a coordinated approach that will support all stakeholders and partners to:
 - understand the profile of children and young people's needs with special educational needs and / or disabilities (SEND) 0-25 within Reading borough and how that compares to other local authorities;
 - have clarity regarding their responsibilities and their role in identifying and meeting the needs of children and young people with SEND;
 - ensure that there is a continuum of provision to meet the range of needs of children and young people with SEND and their families which is flexible to the changing profile in Reading;
 - understand the pathways to accessing more specialist support when required;
 - have confidence that high needs spending and resources are targeted effectively and support improved outcomes for children and young people;
 - understand what needs to be commissioned, recommissioned and decommissioned to meet the changing profile of needs across Reading borough both now and into the future.

3 Anticipated Outcomes

- 3.1 We will know our key strengths, gaps and areas for improvement, and will ensure these are addressed strategically.
- 3.2 Children and young people's SEND will be identified and addressed early, preventing escalation to more specialist services where possible.
- 3.3 Children and young people, and their parents and carers will feel engaged in the process of assessing their needs and informing decisions about their support
- 3.4 Children and young people, and their parents or carers, will be clear about the identification and assessment processes and the criteria used to make decisions.
- 3.5 Children and young people and their parents and carers will feel confident in what is provided through being involved from the start in the strategic commissioning of services.
- 3.6 All agencies will work together to collectively improve outcomes for children, young people and their families.

4 Principles

- 4.1 The strategy will deliver the principles set out in the Children and Families Act, 2014 through delivering and ensuring systems and procedures for:

- the **participation** of children, their parents and young people in decision making;
- the **early identification** of children and young people's needs and joined up early intervention across education, health (universal and specialist) early help and social care services as appropriate to need to support them
- **greater choice and control for young people and parents** over support;
- **collaboration** between education, health and social care services to provide support, including development of jointly commissioned services;
- **high quality provision** to meet the needs of children and young people with SEN;
- a focus on **inclusive practice** and removing barriers to learning; and
- successful **preparation for adulthood, including independent living and employment.**

(SEND Code of Practice, 2015, sections 1.1 and 1.2)

- 4.2 In Reading these principles are further defined:

- co-production with families through the parent carer forum will be central to delivery of the strategy;
- the overall approach to decision making regarding SEND Provision will be linked to the overarching strategy and approved through the strategy Board and Governance Structure;
- there will be clear expectations of universal services, including early year's settings, health visitors and health services, schools and colleges, and clear pathways to early help and early intervention support across all relevant services;

- universal services will be equipped to provide the right support at the right time to prevent unnecessary escalation to more specialist services;
- the approach will support multi-agency working, breaking down barriers and ensuring a joined up approach for children, young people and families;
- changes to provision should be sustainable and based on detailed analysis of needs and evidence;
- provision will be made locally that can meet needs, and reduce out of area placements where appropriate and possible; and
- developments will take account of preparing for adulthood, working with adult services at the appropriate time to support transition and planning for adult skills and adult services.

5 Delivery

5.1 These principles will be delivered through the key strands set out in the strategic framework set out in Section 10, each of which will set out specific actions and intended outcomes in more detailed plans which will be kept under regular review.

- strand 1: analysis of data and information to inform future provision and joint commissioning;
- strand 2: early identification of needs and early intervention;
- strand 3: using specialist services and identified best practice to increase local capacity; and
- strand 4: transition to adulthood.

5.2 Reading's **transforming care programme (TCP)** supports delivery of the strategy by developing and strengthening local service provision for children, young people and adults. It will have a significant impact on the planning and delivery of support services to children and young people with learning disabilities and /or autism, including those with mental health conditions. It includes:

- health care;
- preventative services;
- advocacy;
- carer support universal welfare; and
- education and training.

6 High needs block funding

6.1 Actions need to be taken to review high needs block spend alongside schools block, early years block and the new central services block, benchmarking with other local authorities and ensuring that it is targeted where it should be, that it is not being used to fund costs that should be funded from elsewhere, and that it supports positive outcomes for children and young people.

6.2 All commissioned projects and services should have a contract or service level agreement (SLA) in place that is regularly monitored. These will be reviewed to ensure that all high needs block spend can be accurately reported on how it is supporting children and their outcomes and providing value for money.

7 Progress to date

- 7.1 A brief summary of work undertaken to date to implement the SEND Reforms is summarised in attachment four to this document. This includes examples of work undertaken with the parent carer forum.

8 Governance

- 8.1 As Reading borough council is the lead agency for delivery of the Children and Families Act, 2014, the ACE committee is responsible for approving the final strategy.
- 8.2 In order to ensure clear governance and accountability a SEND strategy Group will be set up, chaired by the director of children services with membership from all key agencies including parent carer forum.
- 8.3 The SEND strategy group will secure engagement of all key partners and lead on the monitoring of the implementation of the strategy, providing a framework for reporting progress to key stakeholders and partners, and specifically the ACE committee and health and wellbeing board.
- 8.4 The SEND strategy group will monitor progress towards fully implementing the SEND reforms.
- 8.5 The recent commencement of a cross Berkshire directors of children services group and a service Manager for the joint implementation group in the west of Berkshire will support any required strategic regional commissioning.

9 A strategic framework for SEND

Strand 1: analysis of data and information to inform future provision and joint commissioning

- 9.1 A framework for regular analysis of needs will be developed to support the joint strategic needs assessment (JSNA) and ensure that capacity can be planned in special education provision and services, care provision (including short breaks), school nursing, including special school nursing, and therapy services to manage growing demand in terms of volume and complexity of need within a locality.
- 9.2 Analysis will be used to identify better ways of using resources early to meet needs and supporting improving outcomes for children and young people without the need for an EHC assessment and plan.
- 9.3 A framework will be agreed for production and analysis of data reports and how it will inform future planning and delivery of the strategy.
- 9.4 A review all high needs block spend alongside all other DSG blocks and other council and partner spend on high needs will be carried out to ensure compliance with regulations, efficient use of resources, further benchmark with other Local authorities and inform focus of future priorities for spend and future commissioning.
- 9.5 A methodology for planning special school and specialist provision places will be developed and included in the school organisation plan which will be updated annually. This will enable the local authority to forecast growth in high needs pupils and support place planning in schools and college provision, as well as the development of an accommodation strategy. This should take account of young people up to the age of 25.

- 9.6 A robust plan will be developed to interrogate the issues leading to low attendance and high exclusions of children and young people with SEND. These will be collectively addressed by all partners linking to early help / intervention.
- 9.7 A joint commissioning strategy will be developed with partners that will develop better services that support the earlier identification of need, remove barriers in providing the services needed, and ensure that we know the impact of the services we deliver and commission.
- 9.8 We will review all opportunities for arranging how services work together, across education, health and social care which will help to deliver more personalised and integrated support resulting in better outcomes for children, young people and their families.

Strand 2: Early Identification of needs and early intervention

- 9.9 Guidance and professional development opportunities will be reviewed to enable early identification of needs and joined up support by all agencies involved with children and young people.
- 9.10 Universal services will have clear information on expectations of what they can provide, as well as pathways to more specialist support when needs cannot be met through universal services.
- 9.11 Expertise in SEND in Reading will be further developed and drawn upon so that all providers have access to and have opportunities to share high quality practice.
- 9.12 School to school support for SEND will be further developed from identified best practice to build capacity and ensure that specialist skills and knowledge are available across the widest range of settings.
- 9.13 Outcomes will be carefully monitored and benchmarked against the best national standards whatever the setting with consistently high expectations.
- 9.14 Opportunities for extending Early Help Services will be explored, enabling better integration of more specialist services.
- 9.15 There will be earlier intervention in teenage years to enable sufficient time for the young person, and their parents/carers to be actively and meaningfully engaged in identifying the support and resources required to prepare for adulthood.

Strand 3: Using specialist services and identified best practice to increase local capacity

- 9.16 Specifications / service level agreements will be developed to provide a framework for specialist services, identified best practice, and schools with specialist provision to formally contribute to improved capacity for early intervention through the improvement in knowledge and skills of providers.
- 9.17 Referral pathways will be developed that provide clear information on what to expect from universal services prior to referral to specialist services and how to access specialist support services and the Early Help offer.
- 9.18 There will be a clear framework for the quality assurance of providers that gives confidence to families as well as commissioners that outcomes for children and young people will improve and there will be value for money.

- 9.19 Working with the clinical commissioning group (CCG) and local authority commissioners we will ensure that there is clear information on the role of health providers such as school nursing, including special school nursing, therapy and other services to support children and young people with medical needs/conditions.
- 9.20 Working with the CCG we will clarify the role of all partners in the education, health and care assessment and plans and annual review.

Strand 4: Transition to adulthood

- 9.21 We will work with families to develop a transition to adulthood plan (14-25) that outlines how young people with SEND will be supported into adulthood, recognising the extra help that may need to build their independence and clarifying pathways for accessing more specialist support and funding.
- 9.22 Everyone who is involved in supporting young people as they approach adulthood will work together to have positive aspirations for them and support them in a way that helps young people to be as independent as possible and achieve their goals.
- 9.23 Young people and their parents/carers will have clear and accessible information about what to expect in the future as they move along the pathway and prepare to become an adult living a healthy and fulfilling life in their community.
- 9.24 From the age of 14 young people will be supported to consider options for training, volunteering or opportunities for paid employment. They will be encouraged to aim for the maximum achievable independence and including, where possible, meaningful engagement in the world of work. The council will work with businesses and charities to provide better opportunities for paid work, training and volunteering.

Ace Committee Report Appendix 2

SEN strategy attachment two: data

1 Reading is a thriving and diverse town. There are 160,825 people comprising around 69,000 households with the population growing by 9% over the last 10 years and anticipated to continue grow. There are 59,504 children living in Reading and this is anticipated to increase by 3,047 in the next 10 years (+5.1%), with a significant increase in the number of 10-19 year olds as indicated within Table 1.

Table 1: Children and young people in Reading by age group, 2017 to 2027

Age	2017	2027	variance
Under 10	23,630	22,291	-1,339
Aged 10-19	18,431	22,627	4,196

2 Within state funded Reading Schools pupils categorised as SEND Support in the January 2017 Census (those children needing targeted intervention/support to meet their special educational needs in mainstream schools and settings) has reduced significantly since 2011 from 4,112 pupils (19.5%) to 2,585 pupils (10.5%) in 2016 and 2,295 pupils (10.4%) in 2017.

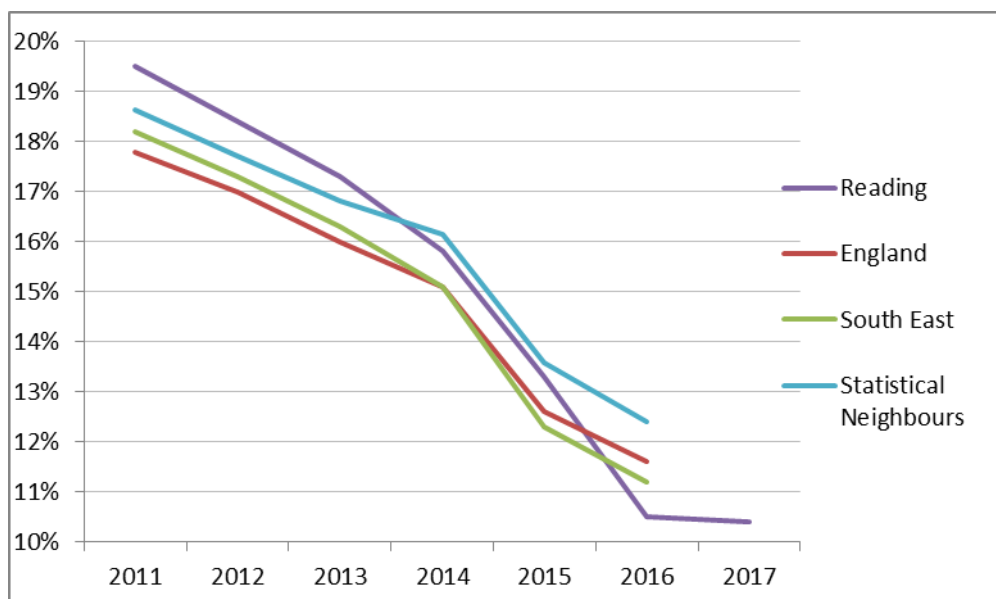
3 The percentage reduction of pupils categorised as requiring SEND support is particularly evident when comparing state funded primary and secondary schools as set out in table 2.

Table 2: Percentage of pupils on SEN support by school type

	2011	2016	variance
State funded primary schools	19.3%	11.1%	-8.2%
State funded secondary schools	24.8%	8.7%	-16.1%

4 This is lower than the national average (11.6%), regional average (11.2%) and Statistical Neighbour (SN) average (12.4%) in 2016.

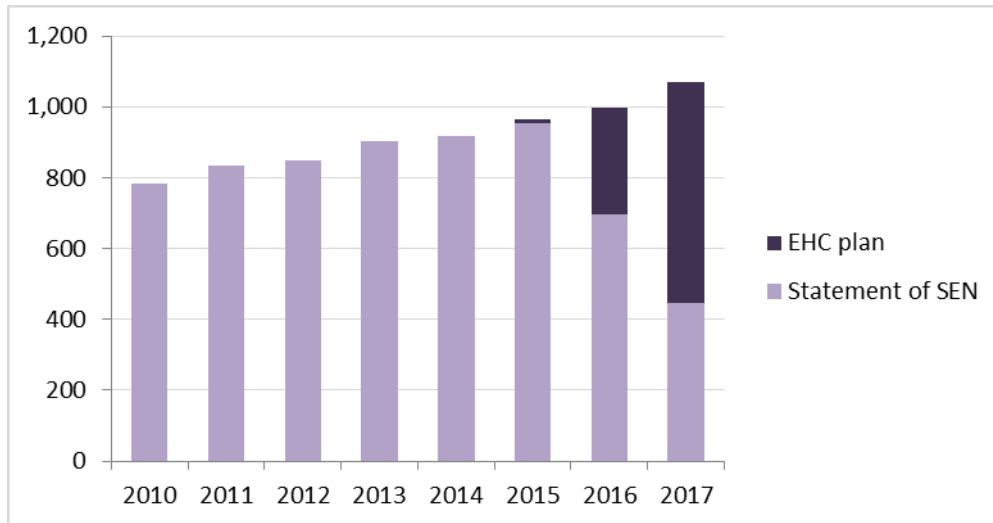
Chart 1: Percentage of pupils on SEN support (pupils in all schools)



5 The number of children and young people with statements of special educational needs or education, health and care plans (EHCPs) maintained by Reading has increased. This has increased comparatively consistently over the last 6 years, unlike most local authorities who have seen a significant spike since the

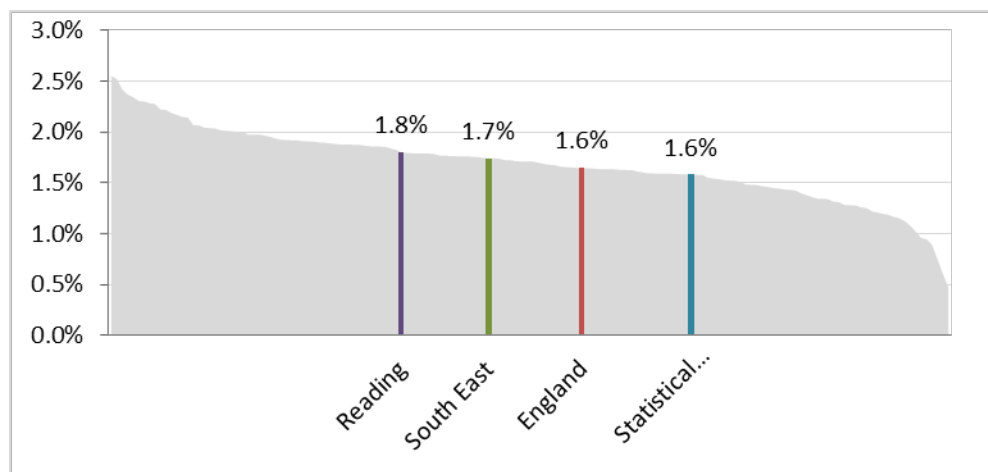
introduction of the SEND Reforms in 2014. Last year (2016) whilst Reading’s number of statements or EHCPs increased by 7.3% in comparison with a 12.1% national increase.

Chart 2: Number of pupils with a statement or EHCP maintained by Reading, at January each year



6 At present 1.8 per cent of children and young people (0-25) have a statement or EHC plan maintained by Reading Borough Council. This is higher than the England, statistical neighbour (SN) and the south east average, but the gap between Reading and these comparators has narrowed in recent years.

Chart 3 - percentage of 0-25 year olds with Statements or Education, Health and Care Plans



7 The primary need of pupils with EHCPs and statements as reported on the School Census has in recent years seen a significant increase in the number reported as being on the autistic spectrum. It should however be noted that many children and young people have a combination of conditions and disabilities, and so it is important to analyse the profile of children rather than rely just on primary need in order to appropriately plan provision for the future.

Table 3: percentage of pupils with a statement or EHC plan maintained by Reading by primary special educational need at January 2017

Autistic spectrum disorder	34.4%
Social, emotional and mental health	18.8%
Moderate learning difficulty	14.0%
Speech, language and communication...	11.4%
Profound and multiple learning difficulty	5.6%
Physical disability	5.5%
Severe learning difficulty	3.6%
Visual impairment	2.9%
Hearing impairment	2.5%
Specific learning difficulty	1.2%

8 As at January 2017, Reading maintained a total of 1,071 statements and EHCPs. Based on the percentage of the population this represents, if ratios remained the same as current, and the population increases as forecast, we would anticipate that there is likely to be in the region of 1,126 children and young people with EHC Plans by 2027.

9 The percentage of children and young people with a statement or EHCP maintained by Reading attending a state funded special school has remained relatively constant, whereas those attending a state funded mainstream school has declined (from 40.8% in 2015 to 33.2% in 2017). This compares to the England average of 36.2% and the SN Average of 34.2%. Along with the lower percentage of children and young people in mainstream schools being identified at SEND Support compared to national and SN, further analysis is required to identify specific actions needed to support and enable mainstream schools to meet needs.

10 At January 2017, there were 356 children and young people with statements or EHC Plans maintained by Reading attending mainstream schools. Two thirds of these pupils attend a mainstream school in Reading, mainly at the John Madejski Academy. There are 89 pupils with a statement or EHC Plans maintained by other Local Authorities attending Reading mainstream schools.

11 At January 2017, there were 112 young people with a statement or EHC Plans maintained by Reading in Further Education provision, with 86 at Reading College, and the rest attending colleges of further education provision outside of Reading.

12 248 pupils were in Reading Special Schools in January 2017, which includes 62 pupils from other Local Authorities.

13 There are 185 pupils attending special schools outside of Reading, with the majority (124) at Brookfields Special School in West Berkshire. At January 2017, there were 43 pre 16 pupils in independent or non-maintained placements, and 14 pupils 16 years of age or older.

14 Reading has a mixed demographic with many areas of affluence and business development but also identified as the 146th most deprived of all 326 Local Authorities. 9.3% of the overall Reading population and 13% of children live in the 20% most deprived Lower Super Output Areas (LSOAs) nationally with two LSOAs of approximately 1,000 - 3,000 residents in the 10% most deprived nationally. It is estimated that 17.8% of children (over 6,000) in Reading are living in poverty.

15 Some 15% of children in Reading schools are eligible for Free School Meals (FSM) and their school is allocated additional resource through Pupil Premium which they are accountable for to support improving outcomes for these children.

16 Some 3% of pupils in Reading schools and settings are identified as requiring SEND Support and eligible for FSM and attract Pupil Premium.

17 About 1% of pupils in Reading Schools have an EHC Plan or Statement of SEN and are eligible for FSM and attract Pupil Premium.

18 Children who are looked after also attract Pupil Premium, and the use and impact of this on improving their outcomes is recorded on their PEP. This is monitored by the Virtual School. At present 57 looked after children have a statement or EHC Plan.

19 Deeper analysis is required to ensure that both Pupil Premium and SEND funding is being used effectively to improve outcomes.

20 Reading is a changing and diverse community, with less children's ethnicity being identified as White British. English is not the first language of 12.2% of children and young people.

Table 4: Proportion of children and young people recorded as white British

	2001	2011	variance
England	83.6%	74.6%	-16.5%
Reading	77.3%	60.8%	-9.0%

21 Of those children and young people identified as having English as an additional language, 7.27% are identified as SEND Support and 1.98% have an EHCP or statement. Children and young people with English as an additional language require different support and intervention to a child or young person with special educational needs, and it is important that the correct support is provided.

22 Children and young people will only achieve good outcomes if they are receiving a good education. Analysis of school attendance and exclusions is critical to informing a strategy and actions.

23 Some children and young people are unable to attend school due to specific health conditions, but there are a significant number of children who are not in school for other reasons. Children and young people with SEND are overrepresented in data on absence from school due to exclusions and part time tables. Part time timetables should only be in place for a short time with plans in place that are regularly reviewed to move to full time as soon as possible in line with their entitlement to a full time education.

24 In the academic year 2015/16 in mainstream schools in Reading 69.9% of children with a statement or EHCP attended 90% or more of their entitlement and 80.4% with attendance of 85% or more. Attendance is generally better in Reading Special Schools, although there are some data recording issues at one school.

25 There were 1736 pupil days lost to fixed term exclusion by May in this academic year for children with statements or EHCPs, in comparison to 1471 pupil days lost last academic year.

26 The overall number of permanent exclusions has increased in 2016/2017. Whilst there have been 6 Primary School exclusions this academic year in comparison to 10 last year, Secondary School exclusion rates have almost doubled from 15 to 29 pupils at end of May 2017.

27 Exclusions of pupils with statements of Special Educational Needs or Education, Health and Care plans the number have remained constant with 4 pupils excluded. However with the ability of schools to call an early annual review it would not be expected that there would be any exclusions, as is the case for children looked after.

Ace Committee Report Appendix 3a

SEN strategy attachment three: the high needs block

1 The statutory position of the high needs block (HNB) of the dedicated schools grant

1.1 Information about the use of this block is reported to schools forum regularly. The local authority decides the central spend on children and young people with high needs, but must consult annually regarding changes and ask the Schools Forum for a view on financial issues relating to:

- arrangements for pupils with SEN, in particular the places to be commissioned by the local authority and schools and the arrangements for paying top-up funding;
- arrangements for use of pupil referral units and the education of children otherwise than at school, in particular the places to be commissioned by the LA and schools and the arrangements for paying top-up funding.

1.2 The local authority can propose and the schools forum decides on central spend on special education needs transport costs. The DfE adjudicates where schools forum does not agree a local authority proposal.

1.3 Any DSG contribution to overspend must be approved by schools forum to be funded from the following year's DSG. The impact of this is a reduction in one of the other blocks of DSG (schools block and/or early years block).

1.4 The Department for Education (DfE) has recently completed a second stage of consultation on the future of school funding, including the High Needs Block which may impact on future budgets (consultation closed March 2017). The outcome of this will impact on 2018/2019 budgets.

1.5 The High Needs Block funds place funding for commissioned places in special schools and specialist provisions in Reading and top up funding for Reading children with Statements or EHCPs wherever they are placed. It also funds a range of other activity to support children and young people with SEND with and without an EHCP, all of which should form part of the review. Just under £3m of the High Needs Block funds independent and alternative high cost provision, mainly out of area. A placement in the independent sector can cost £300,000.

2 HNB challenges in the strategic planning period

2.1 The HNB allocation for Reading in 2017/2018 is £15,309,900. Place funding for academies and post 16 is currently top sliced by the Education Funding Agency and paid directly to the providers.

2.2 The block overspent by £2m in 2015/2016. This deficit was reduced by taking £800,000 from the 2016/17 schools block. This deficit has carried forward and there was a further 2.2m overspend in 2016/17. This was reduced by taking a further £1m from the schools block in 2017/18. The total current deficit allowing for the movement between blocks is £1.6m. This does not include the potential further overspend of £2.2m if no actions are taken through a strategic approach to high needs spend.

2.3 There are several factors underlying this overspend in particular the 32 per cent increase in EHCPs in the last seven years, an increase in the complexity of children and young people's needs, and the increase in placement of children in higher cost out of area placements.

2.4 The spreadsheet (attachment 3 Reading DSG HNB) shows the following:

- Reading's HNB is higher than the median and mean of comparator LAs;
 - The allocation of 'top up' funding is far higher – 42 per cent against a median of 32.3 and 34.4 per cent in SN and south east LAs respectively;
-

2.5 Top up funding is the main 'outlier' when compared with the top eight HNB expenditure areas in comparator LAs. The apparent need for schools in Reading for higher levels of resource to support the needs of pupils with statements or EHCs is a key issue that needs to be addressed in the planning period.

High Needs Block Review (S251 Lines 16-17) (top 8 High Needs Block lines only)

Statistical Neighbours	High Needs Block (17-18)	HNB % of DSG	rank (high to low)	Top up funding - All Settings (excl independent)	% HNB	Top up funding - independent providers	% HNB	high needs targeted funding for schools and academies	% HNB	SEN Support Service	% HNB	Hospital education services	% HNB
Bedford (vc)	21,225,725	15.2%	7	£8,407,153	39.6%	£2,154,597	10.2%	£422,470	2.0%	£3,210,772	15.1%	£675,952	3.2%
Bristol (vc)	50,667,116	15.4%	5	£18,827,025	37.2%	£6,777,729	13.4%	£0	0.0%	£1,290,996	2.5%	£2,044,077	4.0%
Sutton (c)	34,801,222	18.1%	1	£9,940,532	28.6%	£9,940,532	28.6%	£101,434	0.3%	£1,622,944	4.7%	£253,585	0.7%
Brighton and Hove (c)	24,850,287	14.3%	8	£8,506,671	34.2%	£4,947,142	19.9%	£0	0.0%	£3,197,543	12.9%	£0	0.0%
Milton Keynes (c)	37,319,887	15.8%	4	£17,757,110	47.6%	£5,363,372	14.4%	£144,956	0.4%	£1,304,604	3.5%	£0	0.0%
Barnet	48,696,715	15.3%	6	£14,206,205	29.2%	£5,291,380	10.9%	£0	0.0%	£2,070,540	4.3%	£287,575	0.6%
Derby (c)	35,185,555	16.2%	2	£9,132,801	26.0%	£4,973,732	14.1%	£0	0.0%	£814,663	2.3%	£171,508	0.5%
Hillingdon	35,062,745	12.9%	11	£11,326,260	32.3%	£3,449,361	9.8%	£411,864	1.2%	£1,184,109	3.4%	£51,483	0.1%
Reading	18,194,886	15.9%	3	£7,615,911	41.9%	£2,580,254	14.2%	£291,319	1.6%	£957,191	5.3%	£166,468	0.9%
Sheffield (c)	52,510,614	13.1%	9	£11,118,246	21.2%	£1,530,773	2.9%	£0	0.0%	£2,900,412	5.5%	£563,969	1.1%
Southampton	22,619,942	13.0%	10	£4,444,480	19.6%	£2,418,320	10.7%	£0	0.0%	£751,640	3.3%	£0	0.0%
mean		15.0%			32.5%		13.5%		0.5%		5.7%		1.0%
median		15.3%			32.3%		13.4%		0.0%		4.3%		0.6%

South East LAs	High Needs Block (17-18)	HNB % of DSG	Top up funding - All Settings (excl independent)	% HNB	Top up funding - independent providers	% HNB	high needs targeted funding for schools and academies	% HNB	SEN Support Service	% HNB	Hospital education services	% HNB
Bracknell Forest	15,672,821	17.6%	5,251,300	33.5%	4,849,730	30.9%	92,670	0.6%	1,451,830	9.3%	30,890	0.2%
Brighton and Hove	24,850,287	14.3%	8,506,671	34.2%	4,947,142	19.9%	-	0.0%	3,197,543	12.9%	-	0.0%
Buckinghamshire	76,444,360	18.5%	31,221,432	40.8%	17,257,416	22.6%	263,472	0.3%	6,059,856	7.9%	263,472	0.3%
East Sussex	46,208,850	13.3%	13,899,692	30.1%	9,070,138	19.6%	-	0.0%	4,829,554	10.5%	-	0.0%
Hampshire	102,680,502	11.5%	35,281,538	34.4%	15,923,526	15.5%	312,226	0.3%	4,371,164	4.3%	312,226	0.3%
Isle of Wight	14,342,851	15.9%	5,607,621	39.1%	1,606,203	11.2%	-	0.0%	1,098,981	7.7%	-	0.0%
Kent	189,672,384	16.8%	68,203,765	36.0%	28,018,844	14.8%	2,949,352	1.6%	9,954,063	5.2%	-	0.0%
Medway	37,383,057	16.9%	28,185,200	75.4%	-	0.0%	-	0.0%	11,837,784	31.7%	-	0.0%
Milton Keynes	37,319,887	15.8%	17,757,110	47.6%	5,363,372	14.4%	144,956	0.4%	1,304,604	3.5%	-	0.0%
Oxfordshire	58,991,085	13.0%	19,082,134	32.3%	9,379,354	15.9%	-	0.0%	9,379,354	15.9%	-	0.0%
Portsmouth	18,495,849	13.1%	6,064,344	32.8%	2,228,776	12.1%	-	0.0%	1,295,800	7.0%	570,152	3.1%
Reading	18,194,886	15.9%	7,615,911	41.9%	2,580,254	14.2%	291,319	1.6%	957,191	5.3%	166,468	0.9%
Slough	22,133,483	13.7%	10,062,456	45.5%	842,232	3.8%	-	0.0%	2,526,696	11.4%	132,984	0.6%
Southampton	22,619,942	13.0%	8,166,528	36.1%	4,443,552	19.6%	-	0.0%	1,381,104	6.1%	-	0.0%
Surrey	142,347,130	17.7%	43,897,084	30.8%	42,186,808	29.6%	1,710,276	1.2%	12,542,024	8.8%	855,138	0.6%
West Berkshire	20,056,233	15.9%	6,917,436	34.5%	3,264,408	16.3%	116,586	0.6%	2,176,272	10.9%	38,862	0.2%
West Sussex	75,605,682	13.6%	22,053,798	29.2%	17,341,448	22.9%	-	0.0%	3,769,880	5.0%	-	0.0%
Windsor and Maiden	18,059,411	16.3%	5,634,090	31.2%	5,085,315	28.2%	146,340	0.8%	951,210	5.3%	36,585	0.2%
Wokingham	18,944,483	15.4%	2,483,280	13.1%	6,001,260	31.7%	165,552	0.9%	-	0.0%	-	0.0%
mean		7.4%		19.5%		7.8%		0.2%		4.9%		0.0%
median		15.8%		34.4%		16.3%		0.3%		7.7%		0.0%

Ace Committee Report Appendix 4

SEN strategy attachment four: progress to date.

1 Work to implement the requirements of the Children and Families Act, 2014

1.1 Co-production with young people with SEND and their families is key to the delivery of the Children and Families Act. Reading has been working closely with parent carers including Reading's Parent Carer Forum. Parent carers have been involved in the development of the following work:

- the development and monitoring of the local offer;
- the design of the new EHC Plan Templates and other EHC related documents including process
- The creation and implementation of the Children and Young People's Disabilities Register
- The Short Breaks Review and Consultation
- Working with Commissioning Team re – personalisation, employing PA's
- Attend the Berkshire SEND Joint Implementation Group and Local Offer group

1.2 In May 2017 a Workshop was held with young people co-ordinated by the Reading Parent Carer Forum. This created a Young People Forum named by the young people as "Special United". The young people will be reviewing the Local Offer to increase its accessibility and ease of use.

1.3 Progress has been made with the introduction in 2015 of the Ready, Steady, Go approach through the Royal Berkshire Hospital which supports transition to adult health services. Parent carers and young people with long term conditions and/ or complex health issues are supported to understand and manage their condition as they approach adulthood.

1.4 With regard to EHCPs:

- Timeliness of all Education, Health and Care Plans (including exceptions) being completed within 20 weeks Reading achieved 75.8% in 2016 in comparison to the national figure of 55.7%.
- The completion of transfers from Statements to EHCPs is ongoing, with 63.7% completed to date. However there remains 370 statements which require transferring to EHC Plans. This monitored monthly and there is a need for additional capacity to ensure completion by April 2018.
- Since the introduction of EHC Plans quality of plans has improved but work needs to be targeted at ensuring consistent quality of the plan, the outcomes and the provision being made

1.5 There is a well-developed Local Offer online which is reviewed by Parent Carers to further improve how information is provided

1.6 Early years within Reading is part of the early help service. This has enabled a co-ordinated approach between early years and early help linked to Reading's locality child action teams.

2 Outcomes

2.1 The four tables show the attainment at four educational stages – foundation, key stage one, key stage two and key stage four – over the three summer assessments between 2014 and 2016. In summary:

- at the early years foundation stage, a higher percentage of pupils with SEN were assessed as being 'school ready' in all of the three years, while the 'gap' was narrower in two of the three years;
 - at key stage one, performance was similar but the gap slightly wider, due to the attainment of Reading pupils' without SEN being higher than nationally;
 - at key stage two, the percentage of pupils with SEN reaching the 'expected' level improved sharply (note that the assessment level was re-based in 2016, which sharply reduced the number of pupils reaching the 'expected' level) and the gap between pupils with SEN and all others was smaller; and
-

- at key stage four, the percentage of pupils with SEN was much better than nationally for two of the three years, and was the same in 2016 due to a sharp increase in the attainment of pupils with SEN nationally.
- 2.2 Overall, the attainment of pupils in Reading who have SEN are good compared with such pupils in England generally. However, when the characteristics of the area are taken into account – principally, that Reading LA is in the top quartile of LA areas in terms of wealth (defined as a lack of deprivation – there is the need in the strategic planning period to focus on improving the progress and attainment of pupils with SEN.

The attainment of Reading pupils with SEN at four key stages compared with those in all English LAs

EYFS good level of development

		Local Authority			National		
		2014	2015	2016	2014	2015	2016
SEN	SEN	24.6%	23.4%	23.9%	19.0%	21.0%	23.0%
	No SEN	69.8%	71.7%	76.2%	66.0%	71.0%	75.0%
Gap		45.2%	48.3%	52.3%	47.0%	50.0%	52.0%

KS1 expected level (reading, writing, mathematics)

		Local Authority			National		
		Avg Point Score		%	Avg Point Score		%
		2014	2015	2016	2014	2015	2016
SEN	SEN	12.7	12.5	16%	12.3	12.5	16%
	No SEN	16.7	16.9	69%	16.7	16.8	68%
Gap		4.0	4.4	53%	4.4	4.3	52%

KS2 Expected level (reading, writing, mathematics)

		Local Authority			National		
		2014	2015	2016	2014	2015	2016
SEN	SEN	33%	32%	17%	38.0%	39.0%	14.0%
	No SEN	89%	90%	64%	90.0%	90.0%	62.0%
Gap		56%	57%	47%	52.0%	51.0%	48.0%

KS4 attainment level 2 (5+A*-C) inc English and mathematics / attainment 8

		Local Authority			National		
		2014	2015	2016	2014	2015	2016
SEN	SEN	23.2%	25%	31.2	20.5%	20.0%	31.2
	No SEN	74.0%	68%	54.2	65.3%	64.2%	53.2
Gap		50.9%	42.9%	23.0	44.8%	44.2%	22.0

Ace Committee Report Appendix 4

SEN strategy attachment one: duties as set out in legislation and guidance

1 The Children and Families Act, 2014

1.1 The Children and Families Act placed a duty on local authorities to ensure integration between education, training and health and social care provision.

1.2 Local authorities and clinical commissioning groups (CCGs) must make joint commissioning arrangements for education, health and care provision for children and young people with SEND, both with and without education, health and care plans.

1.3 In carrying out the functions in the Children and Families Act, all agencies must have regard to:

- the views, wishes and feelings of children, their parents and young people;
- the importance of the child or young person and the child's parents, participating as fully as possible in decisions, and being provided with the information and support necessary to enable participation in those decisions; and
- the need to support the child or young person, and the child's parents, in order to facilitate the development of the child and young person and to help them achieve the best possible educational, health and broader outcomes, preparing them effectively for adulthood.

2 The Care Act, 2014

2.1 The act requires local authorities to ensure co-operation between children and adult services to plan for meeting the future needs of young people as they move into adulthood and become more independent, along with achieving continuity of support between services to enable young people to access timely and appropriate support.

3 The Equalities Act, 2010

3.1 This defines the equality duties and includes SEN and disability. These duties are the statutory duty to promote equality of opportunity, eliminate unlawful discrimination, harassment and victimisation and foster good relations in respect of nine protected characteristics; age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
