

# Birmingham's Strategy for SEND and Inclusion 2017-2020

Making a positive difference for all our children & young people



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### **FOREWORD**

I am delighted to introduce Birmingham's Strategy for SEND (Special Educational Needs and/or Disability) and Inclusion 2017-2020. This has been produced by the Inclusion Commission, set up by the City Council in 2016 to improve the services for these children and young people.

We have set out our Vision of what we seek to achieve, our Mission stating how to do this and the Strategy which outlines the actions we will take to achieve this. A key feature of the Mission is a commitment to work in partnership to achieve the high quality provision that Birmingham's children, young people and their families deserve.

You are invited to contribute to the consultation taking place over the summer term in order to gather the views of stakeholders, including parents, children and young people and a wide range of professionals and practitioners. The Inclusion Commission will receive feedback in September 2017 to inform the final strategy and detailed plan of how it will be implemented.

Please take part in the consultation because we really want to hear your views.

Yours sincerely

Geoff hulsen

**Chair, Inclusion Commission** 

Professor Geoff Lindsay FBPsS, FAcSS, HonMBPsS

"Every child and young person aged 0-25 with a special educational need and/or disability (SEND) in Birmingham will have the opportunity to be happy, healthy and achieve their fullest potential, enabling them to participate in, and contribute to all aspects of life."

### 1. INTRODUCTION

### 1.1 BACKGROUND AND PURPOSE

Following the introduction of the Children and Families Act in 2014 and the Special Educational Needs & Disability Code of Practice: 0-25 years in 2015, Birmingham has implemented a range of new identification and assessment procedures to ensure that the needs of its most vulnerable children and young people are identified and met appropriately. Birmingham has many strengths including:

- Identification of special educational needs in the early years
- High quality Special Schools who work well with health and social care services
- Good outcomes for young people with SEND at aged 16 and 19
- Good quality of education support services
- A multi-agency panel to plan provision for complex cases
- High quality Special Educational Needs Co-ordinators (SENCOs)
- Meeting the national timelines for Education Health and Care Plans (EHCPs) and transfers.

Implementing the Government's SEND reforms in our large diverse city has been very challenging, and despite the strengths identified, there are still significant areas of work to address. The whole system has been under great strain and it has been challenging to try to meet deadlines and deliver within the allocated budget. Key roles in SEND have been covered on an interim basis and trying to integrate with health and social care while they undergo their own organisational change has been difficult.

Birmingham City Council members and officers have identified the need for a root and branch review of the city's approach to making provision for children and young people with SEND. As a result, Birmingham City Council established an Inclusion Commission in October 2016 to explore the effectiveness of current arrangements in the City for children and young people with SEND across the 0-25 age range. The membership of the Inclusion Commission has included representatives from early years settings, mainstream schools and colleges, resource bases, specialist providers, independent non-maintained schools and independent specialist colleges. Following this a new strategy for SEND and Inclusion has been developed, supported by an outline delivery plan.

### 1.2 SPECIAL EDUCATIONAL NEEDS AND DISABILITY IN BIRMINGHAM

# Numbers of Pupils with Special Educational Needs in Birmingham Schools (Source: School Census –2016)

As of January 2016 the number of pupils with special educational needs in Birmingham schools was **34,855** – a slight rise on 2015 levels of 34,707. This is in contrast to England as a whole which saw **5%** reduction in numbers between 2015 and 2016.

**6,611** of school pupils have a statement of special educational needs or an Education Health and Care Plan (EHCP). This is an increase since 2015, but remains equal to 3.2% of the total pupil population. 28,244 pupils are on SEN support. This is equal to **13.7%** of the total pupil population. Overall 17% of the Birmingham pupil population have a special educational need, compared to 14% nationally.

# Statements of Special Educational Needs and Education Health & Care Plans (Source: SEN2 return 2016)

There were **5,475** statutory EHCPs and **1,950** statements maintained by the local authority at January 2016. This gives a combined total of **7,425**. The combined total of statements and EHCPs has increased each year since 2010. Unvalidated data for 2017 indicates this has risen again to 7,612. However this does not include 700 to 800 individuals who are known to be transferring from a SEN Statement to an EHCP and therefore the total figure is significantly higher. Part of this increase will also be due to the extended age range of the young people to between 0-25 years in 2015.

Birmingham, as the largest urban local authority, has the largest volume of children and young people with a Statement or EHCP of all the main cities in England – more than **2.5 times** the next nearest which is Manchester (2,600).

There were **1,039** new EHCPs made during the 2016 calendar year - a rise on 2015 levels (915).

Please note that this comparator data refers to DfE statistical releases based on data in January 2016. Comparator data for January 2017 is released July 2017 and will be included in the final strategy. Also note the multiple sources of data - both school census and SEN2. School census covers statutory school aged children, whereas the SEN2 covers those individuals for who the Local Authority maintain an EHCP or Statement, aged 0 to 25.

**Provision** (Source: Local Ofsted Tracking)

There are currently **27** special schools in the city, and **42** resource bases within mainstream provision. Resource bases provide specialist teaching alongside the opportunity for integration into mainstream classes. There are **27** Local Authority nurseries and over **1,500** private early years providers.

**81%** of Special schools are outstanding, and **77%** of SEN children overall are attending good and outstanding schools

Placements (Source SEN2 return SFR17-2016)

Of the 7,425 EHCP and Statements that the Local Authority maintained in January 2016, **50.1%** were placed in either Maintained Special schools (41.3%) or Academy Special schools (8.8%). This was much higher than the national proportions of **39%** (31.8% in a Local Authority Maintained Special and 7.2% Academy Special schools). Despite a large special school provision in Birmingham, there were still approximately **5%** of children with an EHCP placed in the Independent Sector. There is a lack of places available to meet demand in our Special Schools and while some of these students may have very complex needs, there may be others who could have their needs met more cost effectively in Birmingham setting, if capacity was developed. Approximately **8%** of young people with Statements or EHCPs are in placements out of the city.

Finance (Source: BCC Finance)

The High Needs Budget, which funds special schools places, top-up funding for pupils in mainstream and SEN services is £144m. Birmingham had a deficit of £9m for the year ending 31<sup>st</sup> March 2017 which it is planned to fund over 2017/18 and 2018/19. Any in year deficit in 2017/18 will compound the situation. Mainstream schools receive £161m notional SEN funding to meet the needs of pupils with SEN across the city. Currently different settings and sectors are funded in very different ways.

Post 16 (Source: 2017 SEN2 return and Insight, Jan 2017)

17% of young people aged 16-25 who are known to the city council have an identified special educational need. Of the 16-18 age group, 26% of those who are currently not in education, employment or training (NEET) have a special educational need. The vast majority are in the SEN Support group.

Young people aged 16-25 years old account for 27% of the current EHCPs.

School Transport (Source: BCC local data)

We provide school transport arrangements to over 4,500 young people, mostly in the form of specialist mini-buses or taxis, using over 45 externally commissioned transport providers, visiting over 300 schools at an annual cost of £18m including guides and an average annual cost of approximately £4600 per pupil.

### Total Statements and EHC Plans - (SEN2 RETURN Jan 2017)

Statements and Education Health and Care Plans in Birmingham - (0 to 25 years old)

7,612

5,224 (EHCPs)

2,388 (Statements)

+ an additional 700 - 800 who are transferring

### Early Years - Academic Year 2016/17 Autumn and Spring Term

- 414 accessing ISEY (Inclusion Fund)
- 300 with SEND require special educational support at home before they access any early years provision
- 165 children with sensory impairments requiring SEND support at home before they access Early Years provision
- 89 children with sensory impairments accessed their Early Education Entitlement in mainstream nursery settings
- 285 2 year olds with SEND accessed their Early Education
  Entitlement
- 918 3/4 year olds with SEND accessed their Early
  Education Entitlement

### SEN in Schools - January 2017 School Census (not including Alternative Provision)

# Pupils in Birmingham Schools with SEN • Total 34.531

LA Nursery
Primary
All-through
Secondary
PRUs
Special
4,351
18,780
746
9,607
PRUs
4,255

## Total EHCP/Statements in schools • Total 6,483

• LA Nursery 36

Primary 1,305

• All-through 94

• Secondary 972

• PRUs 19

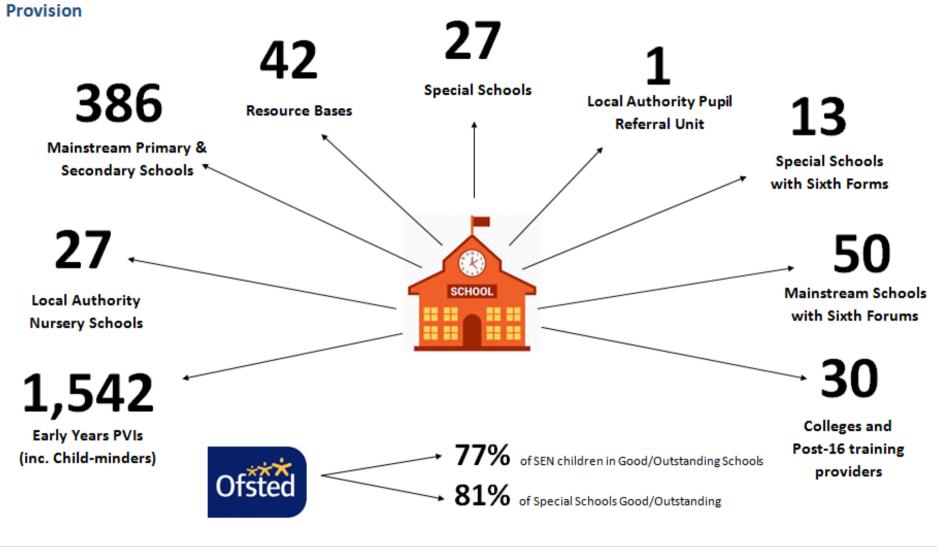
**Special 4,057** 

### Post 16 (Tracked Cohort 16-25)

### Total SEN in Birmingham Schools

- 17% of current "tracked" post 16 cohort have a special educational need or disability
- 26% of those not in education employment or training have a special educational need or disability

Overall Special Education Needs Birmingham



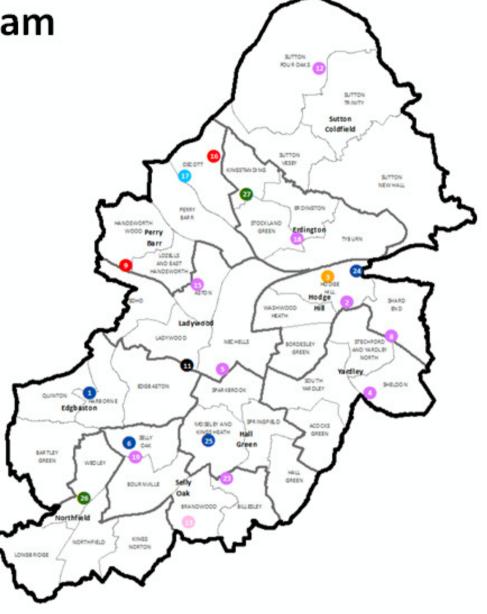


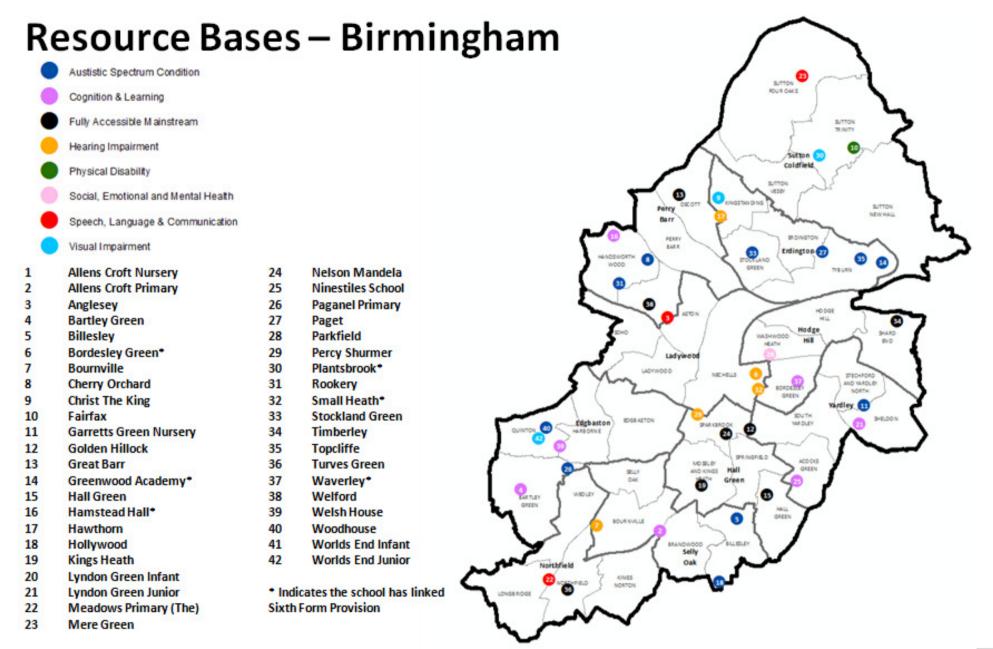
- Hospital School
- PD Physical Disability
- SEMH Social, Emotional and Mental Health
- SLCN Speech, language and Communication
- VI Visual Impairment

Oscott Manor School\*

16

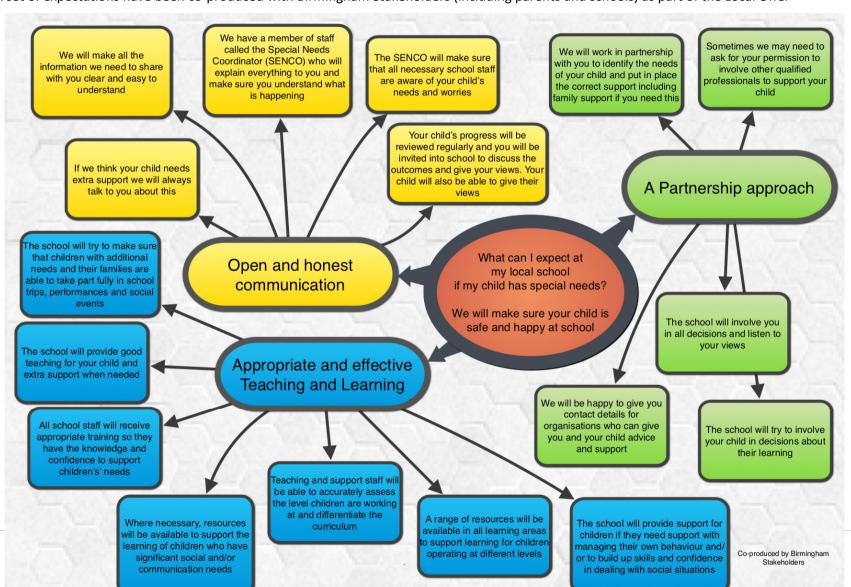
1	Baskerville School*	17	Priestley Smith School*	
2	Beaufort School	18	Queensbury School*	
3	Braidwood School for the Deaf*	19	Selly Oak Trust School*	
4	Brays School	20	Skilts School (Redditch, Worcs.)	
5	Calthorpe Teaching Academy**	21	Springfield House Community	
6	Cherry Oak School		Special School (Knowle, Solihull)	
7	Fox Hollies School and	22	The Bridge School	
	Performing Arts College*	23	The Dame Ellen Pinsent School	
8	Hallmoor School*	24	The Pines Special School	
9	Hamilton School	25	Uffculme School *	
10	Hunters Hill Technology College	26	Victoria School**	
11	James Brindley School	27	Wilson Stuart School**	
12	Langley School			
13	Lindsworth School	<ul> <li>Indicates the school has linked</li> </ul>		
14	Longwill A Primary School for	Sixth- Form provision		
	Deaf Children	** Indicates the school has linked		
15	Mayfield School*	Post-19 provision through a partnership		





### WHAT CAN I EXPECT AT MY LOCAL SCHOOL IF MY CHILD HAS SPECIAL EDUCATIONAL NEEDS?

A set of expectations have been co-produced with Birmingham Stakeholders (including parents and schools) as part of the Local Offer



### 2. REASONS TO CHANGE

There are a number of convincing reasons why Birmingham needs to change, which offer opportunities to improve our approach to SEND and Inclusion:

- There is a lack of clarity about the package of SEND support which families should expect in all mainstream schools and settings from 0-25.
- Many families are not satisfied with the level of support for their children and as a result there are too many complaints and appeals to the SEN and Disability Tribunal.
- There are too many exclusions of pupils with special educational needs.
- We have higher than average numbers of Education, Health and Care Plans and there is a perception that this is the only way to guarantee needs are met.

- Most of the high needs funding is spent on specialist provision, which is under huge demand. Many young people are placed in costly independent placements, which is unsustainable.
- There are too many vulnerable children with SEND, without a school place.
- Too few Education Health and Care Plans have a genuine contribution from health and social care agencies.
- Too many young people with SEND are not being enabled to reach their potential and achieve independence as they move into adulthood. Too few adults with learning disabilities find meaningful employment in our city.

### 3. THE SEND REVIEW

A review of SEND services has been overseen by the Inclusion Commission which has been led by an independent Chair, Professor Geoff Lindsay from Warwick University. The Inclusion Commission Board comprises representatives from stakeholder groups including education, health, social care, parents, young people and Birmingham City Council members. The work of the Inclusion Commission has been informed by six work streams:

- 1. Learners with social emotional and mental health needs
- 2. SEN Assessment
- 3. High Needs funding

- 4. Specialist provision
- 5. SEN Support
- 6. Preparation for adulthood.

These work streams met during a period of three months from September to December 2016. The work streams were chaired by senior leaders from schools and Birmingham City Council. SEND4change, an independent organisation with expertise in understanding arrangements for children and young people with SEND, was commissioned by the City Council to facilitate a consultation exercise with a wide range of stakeholders. This has informed the work of the Inclusion Commission and made recommendations about key priorities which should be included in a new strategic approach for inclusion in Birmingham.

Throughout the review process, the views of parents were actively sought and every effort was made to ensure that their voice is valued and heard and their views are embedded within the draft strategy. Parents' contributions were made either as members of work streams or as part of a separate event facilitated by the Parent Carer Forum. As plans move forward, it will be ensured that young people have also an opportunity to contribute. It was agreed there is a need for collective responsibility between the Inclusion Commission, Health, Providers, Services and the Local Authority in order to deliver the necessary changes.

From the outcomes of the review, a number of common themes emerged and there was consensus in the working groups about three key priorities which are needed to strengthen and improve the current arrangements for SEND across Birmingham. Building on this work, a joint vision statement has been developed with the Inclusion Commission to help set the overall direction of the strategy. From this a mission and series of objectives were agreed alongside the three key priorities. The Inclusion Commission has given agreement for the draft strategy, vision, mission, objectives, priorities and outline delivery plan to be issued more widely for formal consultation prior to drafting the final strategy.

### 4. DEVELOPING THE STRATEGY

### **4.1 OUR VISION**

Every child and young person aged 0-25 with a special educational need and/or disability (SEND) in Birmingham will have the opportunity to be happy, healthy and achieve their fullest potential, enabling them to participate in, and contribute to all aspects of life.

### **4.2 OUR MISSION**

To implement an efficient and inclusive system where practitioners work with families, children and young people aged 0-25, to develop trust and confidence in order to build genuine and good quality partnerships. This will be achieved by practitioners from all sectors working together collaboratively to deliver the most appropriate local provision and support.

### **4.3 OUR OBJECTIVES**

- We will develop joint commissioning to ensure resources are used fairly and effectively to provide maximum impact on outcomes.
- We will provide services that ensure the needs of children and young people who have special educational needs and disabilities and their families are at the heart of all that we do. We aim to offer this as locally as possible.
- It is our aim that all Birmingham mainstream provision will be welcoming, accessible and inclusive, adhering to the SEND Code of Practice, so that they can meet the needs of most children and young people, aged 0-25 who have special educational needs and/or disabilities.
- We will develop flexible pathways to enable children and young people to access the right provision and services to meet their individual needs at different stages. This will deliver the best possible outcomes, including education, employment and training, as young people move into adulthood.

### 4.4 OUR NEW PRIORITIES

1. Develop a framework of SEND assessment and planning from 0-25 years to enable professionals and partners to meet the full range of individual need and raise achievement

- 2. Ensure there is a sufficient and appropriate range of quality provision to meet the needs of children and young people with SEND aged 0-25 years and improve outcomes from early years to adulthood
- 3. Develop a unified resource allocation system to distribute the range of SEND funding across all schools and settings in order to make the most effective use of available resources and maximise the impact on outcomes for young people

# PRIORITY 1: Develop a framework of SEND assessment and planning from 0-25 years to enable professionals and partners to meet the full range of individual need and raise achievement

**Assessment Framework** There is a need to develop an assessment and planning framework with all partners and agencies which:

- meets the legal requirements of the Children and Families Act 2014 and the SEND Code of Practice: 0-25 (2015).
- places children, young people and their families at the heart of the process.
- is accessible to settings, schools, colleges and partner agencies, health and social care partners
- describes what is expected of all schools and settings via the Local Offer.
- describes the framework for SEN Support Plans and EHC Plans.
- provides a clear description and understanding of learners who will need an SEN Support Plan and those who might need an EHC plan.
- ensures that the majority of children and young people where appropriate will have their needs met through an SEN Support Plan.
- ensures that the children and young people with the most significant needs have a statutory EHC Plan.
- sets out the processes for applying for and developing these plans within the local offer.

**SEN Support Plans** The development of SEN Support plans to support learners in mainstream schools and settings will need to ensure that:

- settings, schools and providers have systems in place for identifying the needs of children and young people with SEN.
- parents, carers and young people are fully involved in decision making and developing plans which describe the child's needs and the arrangements that will be put in place to meet those needs. (Children & Families Act Part 3 Section 19).
- practitioners are trained and understand how to write these plans and there is a good level of understanding about what constitutes a good SEN Support plan.
- the local authority has developed resources which provide examples of good practice, guidance and pro-formas for SEN Support Plans for completion by SENCOs with families.
- parents feel confident that settings, schools and colleges understand the needs of their children and young people and understand what they
  must do to support their learning and development.
- schools and settings clearly describe their approach to SEN Support Plans on their website which is linked to the Local Offer.
- schools and settings have a multi-agency approach and health and care colleagues commit support when developing SEN Support Plans.

### **Education Health and Care Plans (EHCPs)** The EHC planning process should be reviewed to ensure that:

- Birmingham has a robust set of factors for determining who would benefit from a statutory EHC assessment and this is well understood by all stakeholders.
- a multi-agency panel, including health and social care, reviews decisions for initiating an EHC assessment.
- the application process and factors to be considered are available on the Local Offer.
- the EHC process is regularly quality assured to assess the quality of final plans, the quality of multi-agency reports and contributions from professionals, the timeliness of the production of the plans and the impact of the outcomes specified in the plan.
- the Special Educational Needs and Disability Assessment & Review (SENAR) service strives to improve the quality of the plans and conforms to a customer charter in their communication and interaction with families. The service will also need to evaluate the experience of those families where a statutory assessment was not deemed to be necessary and ensure that an effective SEN Support Plan is in place.
- parents, carers and young people co-produce the plans which describe the child's or young person's needs and the arrangements that will be put in place to meet those needs.
- Social Care Teams need to ensure that operational social workers and support workers respond to requests for information in a timely manner. Where social workers are not involved, other professionals who know the child or young person should comment on their needs.
- Health service workers are fully involved in the EHC plan process.
- parents feel confident that settings, schools and colleges understand the needs of their children or young people and understand what they must do to support their learning and development.
- where there are disagreements between families and the SENAR service about the EHC process, every effort is made to find agreement through negotiation and mediation without the need to resort to the SEN and Disability Tribunal, without infringing rights to appeal for parents and young people.
- a rigorous annual review process to monitor outcomes and ensure focus on independence and preparation for adulthood, including travel arrangements.
- appropriate professional development is available in relation to legislation, person-centred practice and outcome focused planning.

# PRIORITY 2: Ensure there is a sufficient and appropriate range of quality provision to meet the needs of children and young people with SEND aged 0-25 years and improve outcomes from early years to adulthood

Children, young people and their families will need to be able to access a range of settings so that parents and carers can be confident that the needs of the child or young person can be met and outcomes are being achieved in either:

- Early years settings, including nursery schools, nursery classes and Private Voluntary and Independent (PVI) providers
- Mainstream primary and secondary schools, including maintained, academies, free schools and independent
- Mainstream post-16 provision including colleges and sixth forms
- Locally managed partnership arrangements for pupils with Social Emotional and Mental Health (SEMH) needs
- School resource base provision
- Local special schools (Maintained, Academy or Free Schools)
- Alternative Provision
- Independent or non-maintained schools or colleges.

Most children and young people can have their needs met in their local mainstream setting or school. It will be necessary that:

- there is a shared understanding of a 'good' SEN offer and in schools, Quality First Teaching is the cornerstone.
- effective interventions are in place in line with the graduated approach as set out in the SEND Code of Practice: 0-25 (2015).
- SEND Support Plans are used when appropriate.
- SEN funding is used effectively.

Schools, Settings and Colleges must work collaboratively in partnerships to develop local Social Emotional and Mental Health (SEMH) arrangements in order to:

- share good practice, expertise and resources.
- manage devolved financial resources.
- develop a range of local alternative provisions which are commissioned and managed by them.

Some children and young people will need to access high quality alternative provision. Where this is the case:

- there will need to be a quality assured framework of alternative providers.
- Schools and settings will need to monitor the quality of providers and keep in close contact with the children and young people that they have placed and be confident that the young people accessing these provisions are safe and making appropriate progress.

Some children and young people require access to resource bases located on mainstream school sites. Birmingham City Council will need to ensure:

- there are sufficient places at resource bases, particularly for secondary aged pupils particularly for children with autism.
- there is clarity about the process for becoming a resource base.
- there is sufficiency for differing needs and in all localities where appropriate.

Some children or young people will require special school provision. Birmingham City Council will need to ensure that:

- sufficient special school provision is available for Birmingham pupils.
- there is a plan for emerging needs and development of provision where necessary.
- there is coverage for areas of need across all localities is planned for.
- clear pathways exist both into and out of special schools.

A small number of children or young people will require a placement in an independent non- maintained special school provision. Access to such provision should be for learners who:

- for their safety and/or complexity require a placement out of the city.
- have needs that are so individual or complex that Birmingham cannot make provision for them.

# PRIORITY 3: Develop a unified resource allocation system to distribute the range of SEND funding across all schools and settings in order to make the most effective use of available resources and maximise the impact on outcomes for young people

The system for distributing financial resources will need to ensure that:

- there is a systematic, fair and transparent and graduated system for distributing financial resources across all types of settings which is well understood by providers and aligned with DfE guidance. This system facilitates the decision making and distribution of funding to all settings including:
  - Early years settings
  - Mainstream schools
  - o Post-16 providers
  - Resource Bases

- Special schools
- Alternative provision
- Independent and non-maintained provision
- there is a funding continuum which describes how incrementally financial resources can be allocated to a range of children or young people, from those with least need receiving small amounts of high needs top up funding, to those with the most complex needs or in the most complex circumstances receiving higher levels of funding.
- there is adequate funding for early years settings to ensure children get a good start.
- the Notional SEN Budget totalling £161 million which is available to Birmingham's schools is utilised flexibly in order that they can make arrangements for children in their school.
- there is guidance to schools and SENCOs about the types of interventions or arrangements they may be expected to make using this resource.
- there is a system in place for young people without an EHCP, which allows top up funding to be allocated within mainstream schools. This system should be based on the best aspects of the existing funding model for mainstream schools, CRISP (Criteria for Specialist Provision) and the banded funding model for special schools.
- families or young people with an EHCP should be offered a personal budget so that they have increased choice and control over the arrangements that affect their lives.

### 5. CONCLUSION: BIRMINGHAM - A GREAT PLACE TO GROW UP

The new approach in Birmingham outlined in this Strategy centres on inclusive practice and the commitment that all children and young people will make a successful journey through our provision into adulthood. It is underpinned by strong principles of raising achievement and working in collaboration with families. This strategy aims to use the available resources effectively and maximise the impact on the lives and adult outcomes of our citizens.

This strategy is written in line with the SEND Code of Practice and the United Nations Convention of the Rights of Persons with Disabilities which states a commitment to *inclusive education of disabled children and young people and the progressive removal of barriers to learning and participation in mainstream education*.

As the youngest city in Europe with over 40% of the population under the age of 25, we need a future for all young people ensuring they have the support and opportunities they need as they grow into the future citizens of our city.

### 6. OUTLINE DELIVERY PLAN

A separate outline delivery plan is available to accompany the draft strategy. A detailed plan will be developed for the final agreed strategy, incorporating feedback from consultation with key stakeholders.

### 7. GOVERNANCE & MONITORING

The Inclusion Commission will continue to meet quarterly to oversee the implementation of the Strategy and monitor progress. The SEND Programme Board will meet monthly to ensure delivery of the plan. Working groups will focus on the three priorities and the communications, engagement, consultation and coproduction plan.

### 8. APPENDICES TO THE DRAFT STRATEGY

- Outline Delivery Plan
- Consultation document and questionnaire
- Frequently Asked Questions