

# MIDDLESBROUGH COUNCIL

## Final Report Children and Young People's Learning Scrutiny Panel Special Educational Needs and Disabilities (SEND)

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## **THE AIM OF THE SCRUTINY REVIEW**

1. The purpose of the review was to examine provision for Special Educational Needs and Disabilities (SEND) in the local area and explore the different approaches taken to improve outcomes for those with SEND.
2. The review aims to assist the Local Authority in achieving its strategic priority:
  - ***Children and Young People*** - *We will show Middlesbrough's children that they matter and work to make our town safe and welcoming and to improve outcomes for all children and young people.*

## **TERMS OF REFERENCE**

3. The terms of reference, for the scrutiny panel's review, are as follows:
  - a) To examine key data in respect of children and young people with special educational needs and disabilities in Middlesbrough.
  - b) To identify:
    - the range of special educational needs and disabilities that children and young people may experience; and
    - the impact of special educational needs and disabilities on the ability of children and young people to learn and achieve alongside their peers.
  - c) To examine how the Local Authority works with early years providers, schools and colleges to identify and support all the children and young people in Middlesbrough who have or may have special educational needs and disabilities.
  - d) To investigate how Education, Social Care and Health work collectively to deliver SEND provision at a local level.
  - e) To examine how the views, wishes and feelings of the child/young person and their parents are gained and how the child/young person is encouraged to participate as fully as possible in decisions.
  - f) To identify best practice strategies in supporting children and young people with special educational needs and disabilities.

## **BACKGROUND INFORMATION**

4. The Children and Families Act and the Special Educational Needs and Disabilities Code of Practice (2014, updated 2015) pushed forward the Government's commitment to improve services for vulnerable children and young people and support strong families.
5. The Children and Families Act transformed the system for disabled children and young people and those with Special Educational Needs (SEN), so that services consistently support the best outcomes for them. The reforms created a system from birth to 25 through the development of coordinated assessment and single Education, Health and Care Plans; improving cooperation between all services responsible for providing education, health or social care; and giving parents and young people greater choice and control over their support.

6. The principles of the SEND Code of Practice work to ensure that SEND provision has regard to the views, wishes and feelings of the child or young person and their parents. The code also highlights the importance of the child or young person participating as fully as possible in decisions, and the need to support the child or young person and their parents to help them achieve the best possible educational and other outcomes.
7. In March 2017, Ofsted and the Care Quality Commission (CQC) conducted a joint inspection of the local area of Middlesbrough to judge the effectiveness of the area in implementing the disability and special educational needs reforms as set out in the Children and Families Act 2014.
8. The inspection raised significant concerns about the effectiveness of the local area. The local area was required to produce and submit a Written Statement of Action (WSOA) to Ofsted that explained how the local area planned to tackle areas of significant weakness in the following areas:
  1. There were fundamental weaknesses in the strategic leadership, governance and implementation of the disability and special educational needs reforms in the local area.
  2. Children, young people and families had too little involvement in discussion and decision-making about the services and support they needed. The local offer was poor and, as a result, children, young people and families had a weak understanding of the resources and support available in Middlesbrough.
  3. Leaders had an inaccurate view of the local area's effectiveness. They did not gather, analyse and use information and data to drive improvement in provision and outcomes for children and young people who had special educational needs and/or disabilities in the local area.
  4. Strategic planning was weak and there was no strategy for jointly commissioning services across education, health and social care.
9. A joint local area SEND revisit took place between 8 and 10 July 2019. Ofsted and the CQC revisited Middlesbrough to decide whether the local area had made sufficient progress in addressing the areas of significant weakness detailed in the WSoA issued on 19 May 2017.
10. Inspectors were of the opinion that the local area had made significant and sustained progress to improve each of the serious weaknesses identified at the initial inspection and recommended that the formal monitoring visits from Department for Education (DfE) and NHS England should cease.

## **SUMMARY OF EVIDENCE**

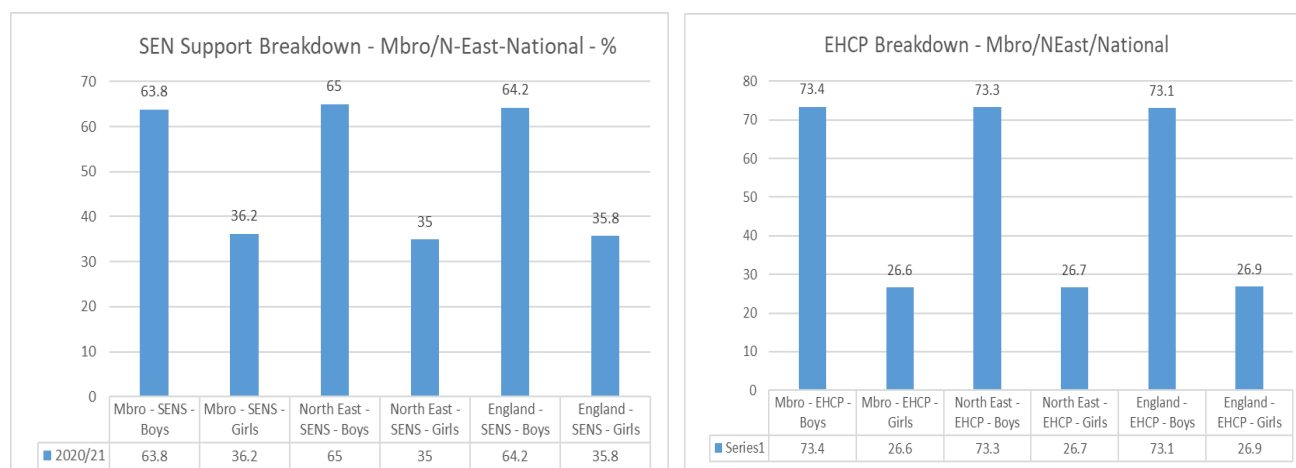
### **Term of Reference A - To examine key data in respect of children and young people with special educational needs and disabilities in Middlesbrough**

11. As reported in **2021**, 3.7% of pupils attending school and/or settings in Middlesbrough have an EHCP, that equates to 1300 children and young people, which is slightly lower than the north east rate of 3.8% but in line with the national rate of 3.7%
12. A total of 3,459 pupils in Middlesbrough schools are in receipt of SEN Support, which accounts for 13.8% of the overall school population and is higher than both the north east rate (12.9%) and national rate (12.2%).
13. Nationally, there are approximately 431,000 children and young people across the whole 0-25 age range with an Education Health and Care Plan (EHCP). Within Middlesbrough, there are approx. 4800 children and young people classed as SEND, of this figure, approximately

1300 have an EHCP and 3500 do not require an EHCP. The Local Authority's Inclusion, Assessment and Review Service and Model provides targeted inclusion support, which has impacted on the number of children and young people requiring an EHCP.

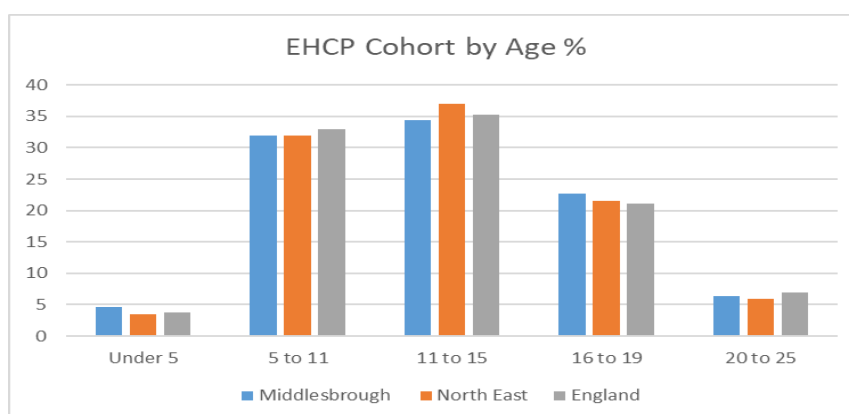
14. Further analysis of the individual characteristics of the children and young people with an EHCP and those in the SEN Support cohort shows that:

### Gender



15. In Middlesbrough, the SEN Support cohort is split into 63.8% male and 36.2% female. The EHCP cohort split is 73.4% male and 26.6% female. These levels are comparable to national and regional data.

### Age



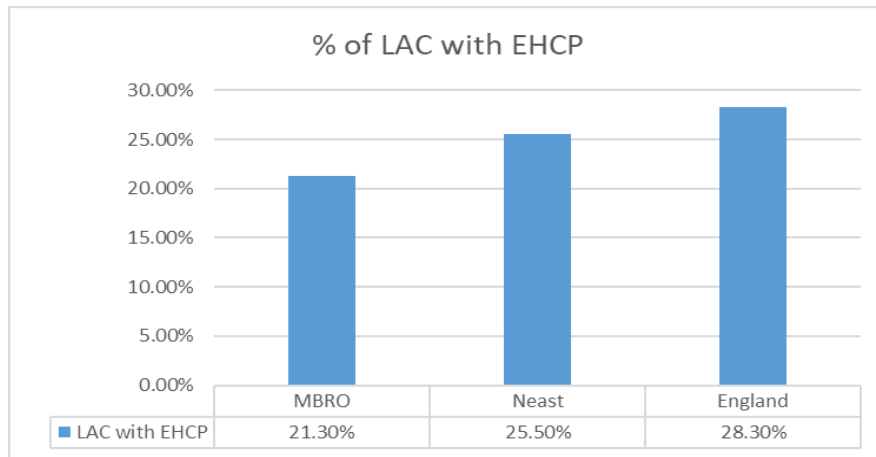
16. The majority of children with an EHCP are of primary and secondary age in Middlesbrough. Middlesbrough is broadly comparable to regional and national levels for the ages of children and young people with an EHCP.

### Ethnicity

17. The majority of children with an EHCP in Middlesbrough are White, in particular White British (73.5%), this is broadly comparable to national but slightly less than regional levels. 7.8% of children and young people with an EHCP are Asian Pakistani, this is higher than national and regional levels. Just over 1% are Black African, which is comparable to regional but less

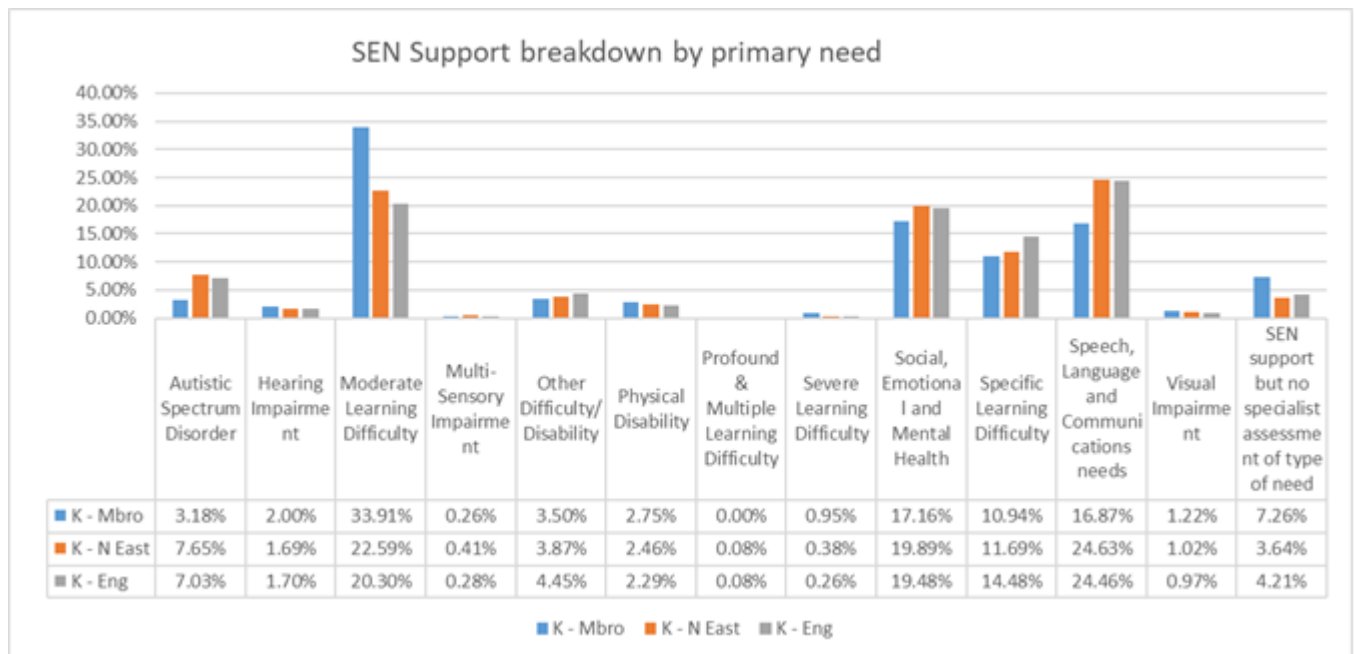
than national levels. All other ethnicities (including those of mixed heritage) account for less than 1% each of the EHCP population; when totalled this accounts for 14.5% of children with an EHCP.

**Looked After Children (LAC)**



18. At present, 21% of children in Middlesbrough who are looked after by the Local Authority have an EHCP. This is lower than regional and national levels.

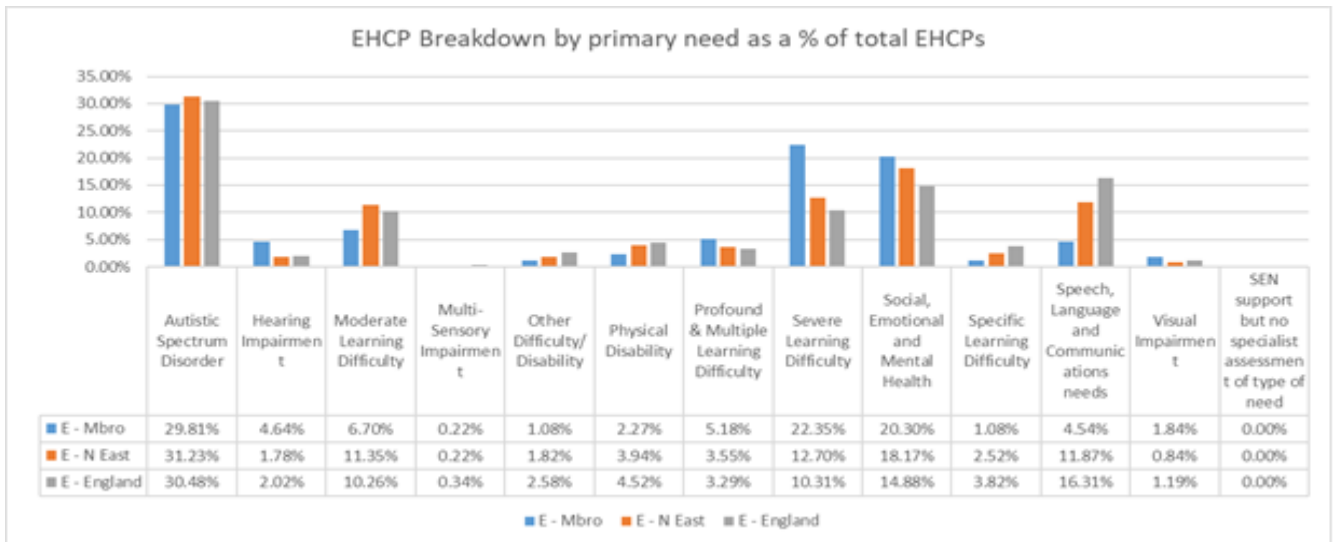
**Primary Needs**



19. The primary needs breakdown for children and young people in the SEN Support cohort, in Middlesbrough, shows that:

- there are less children with autism than regional and national levels;

- there are more children with a moderate learning difficulty than regional and national levels;
- there are slightly less children with social and emotional needs, specific learning difficulties and speech and language needs in Middlesbrough than regional and national levels; and
- Middlesbrough is broadly comparable to regional and national levels for children and young people with a hearing impairment, visual impairment, physical disability, profound and multiple difficulty and other difficulty/disability.



20. The primary needs breakdown for children and young people with an EHCP shows that:

- there are more children with a hearing impairment, severe learning difficulties, profound and multiple learning difficulties and social and emotional difficulties compared to regional and national levels;
- there are fewer children with moderate learning difficulties, speech language and communication needs and specific learning difficulties compared to regional and national levels; and
- the levels of children and young people with Autism with an EHCP is broadly comparable to regional and national levels.

21. The gap between non-SEND and SEND pupils, achieving a good level of development at the end of early years, continues to close. This is a 5% improvement compared to the national average. Other areas of significant improvement and where local scores outperform national scores are KS2 Reading and Mathematics - where there is a 10% improvement; KS4 English and Mathematics Level 4 and 5 where there is also a 10% difference of closing the gap, compared to national rates.

22. Further information and key data can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 4 October 2021.

**Term of Reference B - To identify:**

- **the range of special educational needs and disabilities that children and young people may experience; and**
- **the impact of special educational needs and disabilities on the ability of children and young people to learn and achieve alongside their peers.**

23. In respect of the SEND Code of Practice, there are four main areas of need within the code:

- Cognition and Learning
- Communication and Interaction
- Physical, Medical and Sensory
- Social, Emotional and Mental Health (SEMH)

**Cognition and Learning**

24. In terms of cognition and learning, essentially thinking and reasoning, there is a huge spectrum of needs:

- A small number of children may have profound and multiple learning difficulties, affecting all aspects of their development and functioning.
- Some will have severe learning difficulties, while others will have mild to moderate learning difficulties.
- Those attending special schools, with severe learning difficulties, will be likely to have very significant needs in terms of thinking and reasoning, have difficulties with mobility and require support in respect of personal care.
- Those with moderate to mild needs are more likely to be educated in mainstream schools with a significant amount of additional support.
- Beyond severe, moderate and mild learning difficulties there is a further group that has specific learning difficulties with literacy (dyslexia, which is the most common developmental difficulty, affecting 10% of people and ranging from mild to severe), numeracy (dyscalculia) or motor planning (dyspraxia).

25. In terms of the impact on functioning development and learning, the child or young person may:

- become acutely aware of his/her areas of difficulty and may then become fearful of learning tasks and lose confidence in their own abilities;
- require support to access work and may develop work avoidance strategies;
- mask difficulties, sometimes through inappropriate/challenging behaviour and questions; and
- reach adulthood without having acquired the basic levels of literacy and numeracy (and in some cases social skills and confidence and/or personal independence) that they need in order to be able to manage in adult life.

26. If dyslexic, a child may be able to answer questions and express good ideas orally, but be unable to record the information. The child may also dislike reading, partly because the content of books may not be age appropriate.

**Communication and Interaction**

27. In terms of communication and interaction needs, children and young people have difficulties with speech production; with expressing their needs, wishes and opinions and with understanding language that they hear. There is a wide spectrum of need, some will be

preverbal, while others will have needs that are much less obvious. Some children and young people have social communication and social interaction needs. Such needs are very typical of those diagnosed with autistic spectrum conditions.

28. With communication and interaction needs, a child or young person may:

- have encountered difficulties with speech sound production that makes their speech difficult to understand, causing them frustration;
- have given up trying to make themselves understood;
- struggle to make and maintain friendships, which can have an adverse impact on their social development and confidence at school; and
- have speech immaturities that impact upon the acquisition of literacy skills.

29. In instances where children have receptive language difficulties but can read fluently, it can be assumed that they have a higher level of understanding of text than is actually the case. The child or young person may not understand longer and more complex words used in the classroom, causing stress and frustration and resulting in a struggle with listening and attention. This may lead others to perceive that they are misbehaving. The child may also struggle to acquire key vocabulary needed for learning (e.g. language relating to range of simple concepts such as time, size, shape, position).

### **Physical, Medical and Sensory**

30. In terms of physical, medical and sensory needs, children with medical conditions, physical disabilities and sensory impairments form a particularly diverse group with highly individual needs. In general terms, a condition or disability can make it difficult or impossible for a child or young person to make use of the educational facilities normally provided.

31. A child with mobility difficulties will more than likely require adjustments to the curriculum and significant adaptations to the physical environment. Mobility difficulties can also result in a child requiring support for personal care and/or daily routines and learning activities.

32. In terms of the impact on the individual, mobility difficulties can lead to issues with self-image and self-esteem, particularly if the child or young person has a chronic or degenerative condition, or has suffered a life-changing accident.

33. Children with physical, medical and sensory needs can experience periods of absence from education, due to being unwell or taking time off school to attend medical appointments and receive treatment.

### **Social, Emotional and Mental Health Needs (SEMH)**

34. In terms of Social, Emotional and Mental Health Needs (SEMH), very often the behaviour can be rooted in early trauma, difficulties in forming a secure attachment with an adult when young, loss/bereavement of a loved one or an undiagnosed neurodevelopmental disorder, such as an autistic spectrum condition. In addition, the child or young person can have unidentified learning needs or speech and language needs. Anxiety and depression are increasingly prevalent in children and young people with SEMH, with Covid-19 undoubtedly having an impact.

35. In terms of SEMH, there is an increased risk of the child or young person being excluded from school and losing valuable learning time, which will be likely to have an impact on their progress and possibly their life chances. The child or young person can require targeted



teaching in a dedicated space, away from other pupils, in order to access learning. Being taught away from other pupils, is likely to have an impact on the range of activities the child or young person can access and will reduce interaction with peers. Their social skills and confidence can be adversely impacted. Some children can appear loud, confident and challenging, however, inside they can be very distressed, anxious and hurting. Children tend to either act out their frustrations or internalise them. For those who internalise their feelings, those children may engage in self-harming, become involved in risk taking behaviour placing them and others in danger or develop anxiety based school avoidance (EBSA).

36. SEMH needs are very complex and very much interwoven with the other needs referenced.

37. *Further information to evidence the range and impact of needs and disabilities can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 6 September 2021.*

**Term of Reference C - To examine how the Local Authority works with early years providers, schools and colleges to identify and support all the children and young people in Middlesbrough who have or may have special educational needs and disabilities.**

38. Local authorities must carry out their functions with a view to identifying all the children and young people in their area who have or may have SEND.

39. When carrying out their statutory duties under the Children and Families Act 2014, local authorities must do so with a view to making sure that services work together where this promotes children and young people's wellbeing or improves the quality of special educational provision (Section 25 of the Children and Families Act 2014).

**Early Years Settings**

40. Early years providers must have arrangements in place to support children with SEN or disabilities. These arrangements should include a clear approach to identifying and responding to SEN. The benefits of early identification are widely recognised - identifying need at the earliest point, and then making effective provision, improves long-term outcomes for children.

**Early Years and Primary Support Service (EYPSS)**

41. To improve provision for children with SEND, the Local Authority has developed an outreach model. The model involves the Early Years and Primary Support Service (EYPSS) visiting early years settings to develop the skills and knowledge of staff members, ensuring more children are able to access mainstream provision. As a result of this work, there has been a significant increase in the number of children with SEND accessing mainstream provision and a reduction in those needing to access the local area's specialist provision at the Cleveland Unit.

42. The EYPSS works with children from birth until 11 years old. The service is delivered by the Local Authority, however, a multi-agency approach has been adopted. Most importantly, the child and their family are involved/consulted, in addition to health colleagues (e.g. health visitors, speech and language therapists, consultant paediatricians and GPs etc.) and early years settings/schools. The aim of the service is to identify needs at the earliest opportunity, provide early assessment, deliver interventions to promote the best outcomes for each child and their family, support inclusion in a mainstream setting of parents' choice (where possible) and identify the most appropriate setting if an alternative is necessary.

43. All the work of the EYPSS is based around the model - Assess, Plan, Do, Review. Initially, parents/carers/families are consulted to identify the needs of the child and determine the support that is required. Prior to the child attending an educational setting, work is undertaken to upskill parents/carers to enable them support learning and development.
44. Initially, an assessment is undertaken of the child's needs, following that, parents/carers and the child are invited to multi-disciplinary family groups. These groups provide assessment, information, advice and guidance to support and upskill parents/carers. The group takes a Portage approach, which is a model of support for children and families that can be adapted and used effectively both in the home and in early years settings. The purpose of the approach is to build on identified strengths to support needs. The approach also places great importance on support for parents and carers. If parents feel unable to attend a group session, the approach is adapted and home visits are undertaken.
45. Once parents/carers have identified their preferred early years setting, the EYPSS works in partnership with parents/carers, the early years setting and other professionals to ensure a smooth transition into and out of the nursery provision.
46. In terms of the pathway, the main professionals that are involved with the EYPSS are health professionals, health visitors and early years settings. Referrals to Portage can be made for children prior to them attending an early years setting, by any professional or practitioner working with a pre-school child who has significant concern about their learning or development.
47. In some instances, an early years setting will make the referral. A referral from a setting can be a result of a child moving into the area at a later stage in their lives or their needs may not present at an early age, e.g. children with communication difficulties or on the autistic spectrum.
48. Once a referral has been received, a multi-disciplinary assessment will be undertaken, with key professionals involved with the child. Once the assessment has been undertaken, children and their families will become involved in intervention groups, based on the Portage model. The child is then provided with support to transition to the early years setting. Once the child is attending a setting, ongoing support and monitoring is provided. The EYPSS provides settings with training, teaching strategies, loans of specialist equipment and resources, additional funding etc. The support offered is continuously revisited and reviewed with parents/carers and the setting.

### **Green Lane Primary Academy**

49. Green Lane Primary Academy is a large mainstream primary school and approximately 6.5% of the pupil population are registered as having SEND.
50. To support children with SEND, nursery staff at Green Lane Primary Academy have:
  - completed training on manual handling and peg feeding;
  - worked alongside physiotherapists and occupational therapists; and
  - gained advice on feeding from a dietician.
51. A case study (*see minutes of the meeting of the Children and Young People's Learning Scrutiny Panel held on 8 November 2021*), shared by Green Lane Primary Academy, demonstrated that:

- the needs of children are identified in a timely manner, at the earliest of stages;
- agencies work together to plan a smooth transition into nursery and multi-disciplinary team meetings and physical visits to the setting take place;
- multi-disciplinary team meetings ensure a child's needs can be discussed and planned for holistically, with shared ownership;
- there is positive partnership working;
- training and modelling of strategies build the confidence of staff members;
- using Inclusion Development Funding can assist with meeting the needs of a child and the delivery of specialist interventions; and
- the quality and high level of inclusion would not be possible without the collaborative working and determination of the key professionals involved with each child.

52. In respect of the case study, the impact of effective partnership working had ensured the child is:

- settled and happy in school;
- making good progress;
- mixing with peers; and
- learning to communicate their needs.

53. The EYPSS has been an invaluable resource to Green Lane Primary Academy. The EYPSS has provided opportunities for the child to progress and enjoy the setting and has also provided staff members with confidence to care for the child and deliver effective support.

### **Caldicotes Primary Academy**

54. Caldicotes Primary Academy is a mainstream primary school. There are 55 children within the early years setting and 10 of those children are currently on the SEND Register. The main areas of need, in the setting, are speech and language needs.

55. To support children with SEND, staff members at Caldicotes Primary Academy have individualised development plans, which empower them to deliver effective provision for children.

56. A case study (*see minutes of the meeting of the Children and Young People's Learning Scrutiny Panel held on 8 November 2021*), shared by Caldicotes Primary Academy, demonstrated that:

- the setting has experienced early years staff;
- effective partnership working is in place; and
- Inclusion Development Funding enables the delivery of effective interventions and strategies to support children.

57. In respect of the case study, the impact of effective partnership working had ensured:

- the child is settled, making excellent progress and is able to communicate choices/preferences and join in group times with peers;
- the child is now able to benefit from lessons that were once inaccessible;
- the child's SEND needs do not define the child or their educational journey; and
- the family is supported at home.

58. Working with EYPSS has strengthened practice and provided staff members with valuable skills that enable them to care and support other children with SEND.

### **Rosedene Easterside**

59. Rosedene Easterside is a nursery, which is a Private, Voluntary & Independent (PVI) setting. There are currently 98 children on roll. 10 of those children have been placed on the SEND Register. All 10 children have been presenting with communication delay and some are on the autism pathway.

60. To support children with SEND, staff members at Rosedene Easterside have received training on modelling of strategies and have accessed distance learning courses on autism and communication training. In-house training has also been delivered by the setting's SEND Lead.

61. A case study (*see minutes of the meeting of the Children and Young People's Learning Scrutiny Panel held on 8 November 2021*), shared by Rosedene Easterside, demonstrated that:

- the setting establishes good relationships with families;
- the needs of children are identified early, enabling the setting to access support quickly from various services;
- Inclusion Development Funding enables the setting to provide extra support; and
- training the whole team has upskilled staff members.

62. In respect of the case study, the impact of effective partnership working had ensured:

- the child was referred and signposted to the appropriate professionals and agencies for assessment and support, including an EHCP assessment and autism assessment;
- the parent receives ongoing support and has been supported to consider, at an early point, the most appropriate support and provision for child in the future;
- the child is settled and happy in the setting;
- the child's attendance has improved; and
- the child is making progress, babbling and repeating some words.

63. *Further information to evidence partnership working between the Local Authority and early years settings can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 8 November 2021.*

### **Schools**

64. Every school is required to identify and address the SEN of the pupils that they support.

### **Inclusion, Assessment and Review Service and Model**

65. A new service and model that focuses on early intervention and support at the earliest of stages has been developed by the Local Authority to support schools. The model aims to increase the capacity and resources available to support early intervention work in schools, further develop the quality and range of alternative provision options and support early identification of need to ensure children and young people with SEND receive the support they require in a timely and coordinated way. Feedback from schools has been used to inform the model's development. A review of the model has been undertaken and work is

planned to further develop/enhance the model to provide outreach and inclusion support to settings.

### **Educational Psychology Service**

66. Middlesbrough's Educational Psychology Service operates a consultation based service, whereby, when schools have an initial concern about a child, discussions are held to explore explanatory factors. Following the initial discussion, if SEND needs are identified, the process will be formalised and a consultation session will be held with parents, the school and other relevant agencies to discuss next steps and agree a way forward.

### **Discovery Primary Academy**

67. Discovery Primary Academy is a special school for children with severe learning and associated complex needs.

68. In terms of accessing provision at Discovery Primary Academy and identifying needs, the following procedure is followed:

- The school receives a referral from the Local Authority:
  - once paperwork has been received, a high-level assessment of need will be undertaken;
  - conversations take place between the school and the Local Authority's SEND case officers to ensure delivery of the correct placement;
  - a series of observations and discussions with multi-agency professionals will take place; and
  - visits will be undertaken whereby school staff will visit the child in their home and the child and his/her parents will have the opportunity to visit the school setting.
- If it is determined that Discovery is best placed to meet the needs of the child, the child will be offered a place at the school. If the parents/carers decide to accept the place, then funding will be explored and agreed with the Local Authority's SEND case officers to ensure delivery of effective support to meet the needs of the child.
- In terms of transition, the school works with the Local Authority to ensure transport is arranged to enable the child to get to and from the setting. The school has a rapid transition procedure or a staggered approach. The rapid procedure provides access to the placement at the earliest stage and the staggered approach enables the child to adjust to the new setting gradually. The school works closely with the family to determine the best approach for a child.
- If a child's needs change, further assessments are commissioned. The school continues to liaise with other professionals and adapt provision accordingly, ensuring that the school and the Local Authority continue to be responsive to the child's needs.

69. At Discovery, the primary need of children is severe learning difficulties (and associated needs) and there is an increasing number of pupils on the autistic spectrum, the school therefore offers:

- high staffing ratios;
- a personalised learning approach;
- integrated therapies, delivered alongside the curriculum;
- outdoor play and learning;
- high expectations for all;
- a communication immersion environment;

- staff skilled in working with pupils with Severe Learning Difficulties (SLD) and associated needs;
- an environment that is responsive to need;
- high proportions of enrichment activities in and out of the academy;
- pastoral support for both pupils and parents;
- preparation for adulthood;
- three curriculum pathways: early years, informal and semi-formal;
- academic, social, emotional and life skills; and
- therapeutic support.

70. There is a constant dialogue between the school and the Local Authority to ensure the most appropriate agencies are involved with the child. Working with the Local Authority is extremely important in ensuring appropriate support is in place to enable children to achieve the best possible outcomes. In addition, constant dialogue and discussion ensures that appropriate training is delivered to staff members. Partnership work with the Local Authority has also enabled the school to develop its secondary provision and offer outreach support to other settings.

71. A case study (*see minutes of the meeting of the Children and Young People's Learning Scrutiny Panel held on 25 April 2022*), shared by Discovery Primary Academy, demonstrated that:

- effective partnership working is in place;
- relationships are established with families,
- planned transitions take place; and
- bespoke packages of support are delivered for individual children.

72. In respect of the case study, the impact of effective partnership working had ensured:

- the child is making progress in the setting and has settled in well;
- personalised support with a focus on therapies for social, emotional and academic needs ensure all of the child's needs are met;
- the family feel well supported and able to approach staff;
- continued close working between education and social care to deliver a holistic approach; and
- the child's attendance is improving.

73. Most importantly, partnership working enables person-centred planning to take place.

### **Ayresome Primary School**

74. Ayresome Primary is a mainstream school. 25% of the school's pupils have SEND, with increasing levels of complexity.

75. In terms of identifying where a pupil may be having difficulty, which may be because of SEN:

- In school, admissions meetings are held for each child, observational assessments and teacher assessments are undertaken and discussions are held with parents.
- The school works closely with health visitors, speech and language therapists and the School Nursing Service to seek advice and share information.
- The school works closely with the Ethnic Minority Achievement Team (EMAT) to undertake assessments in home language and to liaise with parents to gain additional information.

- The school also works closely with the Local Authority's Admissions Team, its Portage Team, inclusion officers, educational psychologists, social workers and the Virtual School to seek advice and share information.

76. At Ayresome Primary, the support that the school provides to those students who have or may have SEND includes:

- personalised learning plans and provision;
- SEND support plans with targets that are Specific, Measurable, Achievable, Realistic and Timely (SMART), so that progress can be monitored;
- reviews of Education, Health and Care Plans (EHCPs) so they remain relevant;
- small group interventions linked to learning;
- additional support through applications for High Needs Funding (HNF);
- additional adult support in school;
- access to in-school interventions, linked to physical development, including fine motor skills;
- access to in-school support linked to Social, Emotional and Mental Health (SEMH);
- specific/bespoke staff Continuing Professional Development (CPD) linked to children's needs (delivered by the Local Authority);
- outreach support from specialised staff from the Local Authority;
- parental workshops;
- access to the Early Help Team through referrals;
- access to the Disability Social Work Team through referrals; and
- access to agencies such as SEND Information and Advice Support Services (SENDIASS), Daisy Chain, etc.

77. A case study (*see minutes of the meeting of the Children and Young People's Learning Scrutiny Panel held on 25 April 2022*), shared by Ayresome Primary School, demonstrated that:

- effective partnership working is in place;
- there is a constant exchange of information, enabling the school to access advice, guidance, support and interventions; and
- HNF can be accessed to provide additional staff and resources to meet the needs of children.

78. In respect of the case study, the impact of effective partnership working had ensured:

- that Alternative Provision is not required for the child;
- the child's time in school increased, as behaviour improved due to strategies put in place;
- the child is now attending school full-time and the school is able to meet the child's needs;
- staff members feel confident to deploy strategies and opportunities to re-set, if behaviour deteriorates;
- regular reviews are undertaken; and
- there is open communication with the Inclusion Officer.

79. *Further information to evidence partnership working between the Local Authority and schools can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 25 April 2022.*

## **Colleges**

80. Colleges should be involved in transition planning between school and college so that they can prepare to meet the student's needs and ensure a successful transition into college life.

81. Where a student has a learning difficulty or disability that calls for special educational provision, the college must use its best endeavours to put appropriate support in place.

## **Middlesbrough College**

82. There are currently 60 high needs students, at the college, who are studying a range of programmes within the Progression Studies Department. The department delivers programmes that develop life skills and work skills. The department also offers programmes to prepare students for vocational study in areas such as construction, engineering, health and care and digital technologies. There are also 110 high needs students who are studying curriculum courses at the college. In total, 85 high needs students live in Middlesbrough Local Authority area.

83. In terms of identifying where a pupil may be having difficulty, which may be because of SEN, there are many ways in which a student can inform the college that they have additional needs.

84. The Additional Learning Support (ALS) Team provides opportunities for disclosure at the application stage, departmental interview, enrolment and throughout the course. If a student declares an additional need, they will be invited to a short interview to determine how the ALS Team can best meet their needs. Subsequently, information gathered at the interview will be shared on the college's system, Pro Solution. The strategies used and shared within the college are based on a short conversation, therefore, the members of staff who work directly with students regularly update the system in respect of the level of needs identified and the support required to meet those needs.

85. When a student does not disclose their learning, mental or physical difficulties, the teaching staff work swiftly and efficiently to identify those needs and make referrals for support.

86. In terms of the support provided to those students who have, or may have, SEND, the college has in place:

- Dyslexia and Dyscalculia Support Tutors;
- additional English and maths support;
- Communication Support Workers for the deaf and notetakers;
- IT Trainers for the visually impaired;
- special exam arrangements;
- small group workshops with vocational coaches;
- dedicated study areas;
- specialist Learning Support Assistants (LSAs) providing support for students with Social, Emotional and Mental Health (SEMH) needs, visual impairments, hearing impairments and autism spectrum disorders;
- LSAs providing classroom and/or personal care;
- mobility support;
- sighted guiding;
- a range of assistive technology software to enable access and inclusion;
- adapted/modified learning materials into accessible formats e.g. braille or large print;
- dedicated Special Educational Needs Coordinators (SENCOs);



- bus passes for all students; and
  - travel training to encourage independence.
87. The college has a very successful supported internships programme, enabling students to build their skills and gain work experience. In respect of the programme, 100% of students have completed an external work placement and have valued the work experience opportunities provided. Placements have been secured at the Shaw Trust, Redcar and Cleveland Borough Council and Autism Matters.
88. In terms of partnership working with the Local Authority, the college has a web page included on the Local Offer, which outlines the courses, support and facilities available.
89. A case study (*see minutes of the meeting of the Children and Young People's Learning Scrutiny Panel held on 17 January 2022*), shared by Middlesbrough College, demonstrated that:
- initial assessments are used well to plan, implement and target support for learners to ensure inclusivity and progression;
  - through transition and multi-agency work, learners have excellent support to choose pathways and accreditations that meet their needs; and
  - the college works effectively with the Local Authority to ensure high needs funded learners achieve as well as other students.
90. In respect of the case study, the impact of effective partnership working had ensured:
- the young person experienced a smooth transition from secondary education to further education;
  - the young person is really enjoying their time at the college;
  - the young person is progressing towards their targets;
  - the young person's bespoke package of support ensures they are included in class, their resources and coursework are adapted and their learning environment is inclusive.
91. In respect of transition planning, issues had been encountered with schools being unable to share data/information about students (without EHCPs) due to restrictions associated with the General Data Protection Regulation (GDPR). If the college was able to obtain information on all students prior to enrolment, transition could be planned and managed more efficiently and enhanced support could be provided.
92. *Further information to evidence partnership working between the Local Authority and the college can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 17 January 2022.*

### **SEND Reviews**

93. As a local area, a SEND review has been undertaken of all Middlesbrough's settings, i.e. for early years, primary, secondary and post-16. The purpose of the review was to identify strengths and areas of development. Outcomes of the review have been reported to the settings and actions are being undertaken to further develop/enhance support/training for members of staff. In addition, there is a Workforce Development Programme in place, which aims to ensure the training needs of staff in each setting are being met.

## **Term of Reference D - To investigate how Education, Social Care and Health work collectively to deliver SEND provision at a local level.**

### **EHCPs**

94. The 2014 reforms created a system from birth to 25 through the development of coordinated assessment of a single Education, Health and Care Plan (EHCP), which aims to improve cooperation between all services responsible for providing education, health and social care and gives parents and young people greater choice and control over their support. The statutory process allocates 20 weeks for completion of the EHCP assessment and in Middlesbrough, during 2020/21, 99% of assessments had been completed within that timeframe (nationally, that figure was just below 60%). Middlesbrough is performing well and is currently ranked 9th nationally, which is a significant achievement. The local area's figure demonstrates that Middlesbrough's children and young people are receiving support in a timely manner.

### **The SEND Strategic Group and Workstreams**

95. To ensure the local area continues to meet its statutory duties and responsibilities (as outlined within the SEND Code of Practice), a SEND Strategic Group has been established. In terms of membership, the group has representation from the Local Authority, health, educational settings and parents. The SEND Strategic Group provides challenge and oversight and reports to the Children's Trust on a regular basis. The group has developed a number of workstreams, focussing on areas linked to the key priorities, as identified within the SEND Strategy. The workstreams are:

- Data, Quality and Outcomes
- SEND Sufficiency Planning: Education
- Joint Commissioning
- Preparing for Adulthood
- Workforce Development
- Behaviour Partnership

96. In respect of each workstream, self-evaluations are undertaken and the SEND Strategic Group regularly shares best practice regionally and nationally.

97. Through the work of the SEND Strategic Group, the local area continues to move forward with key developments to ensure that the needs of children and young people with SEND 0-25 in Middlesbrough are being met.

98. Through working together across the SEND Strategic Group, key workstreams, various task groups and engagement sessions; a number of key developments and improvements have been made. The following key developments demonstrate the positive impact of partnership working:

### **Improving support for children and young people with autism**

99. There is an increasing number of children and young people being identified with autism and in particular, an increasing number of children with autism who have an EHCP and require some form of additional or specialist provision. For this specific cohort of children, there has not been a sufficient number of places to educate them locally and out of area placements were being used. To meet demand, and in light of feedback received from families, work was been undertaken by education, health and social care to analyse data in respect of future

projections in the short, medium and long-term. Following analysis, it was identified that there was a lack of secondary provision and the number of local specialist education placements needed to increase. It was evident that a secondary autism base, within a mainstream setting, required development to ensure more children and young people could access the support they required within the local area.

100. To meet demand, work was undertaken to develop an autism resource base at Acklam Grange School and changes were made to an existing base at Outwood Academy Acklam. The development of those bases enabled the Local Authority to build its capacity to educate children with autism within secondary settings. Work has also been undertaken with Abbey Hill School, which is based in Stockton and part of the Horizons Trust, to open a small satellite provision called 'Fairfax Provision'. The provision was set up in September 2020 at Hollis Academy to support young people with autism in Middlesbrough. Over a five year period, places available locally has increased up to 75.
101. As a result of increasing local education provision for those with autism, positive feedback has been received from families.
102. In terms of the needs-led neurodevelopmental pathway for children and young people with autism, feedback from parents identified that they had encountered long waiting times to receive a diagnosis for their child. In light of the feedback received, it was identified that a focus on needs, rather than diagnosis, was required. Parents had identified the need to access help and support at the earliest of stages. Significant investment has been made to develop a bubble of support and the Family Support Service. There has also been investment in specialist services, such as the joint commissioning of a service to provide speech and language therapy for 0-25. The service is currently being reviewed/evaluated alongside parents and carers, with an aim to develop/improve support.
103. The Sunflower Project focusses on occupational therapy and involves delivery of information and strategies. The project aims to provide parents/carers/educational settings with the ability to delivery lifelong support to children who experience sensory integration difficulties.
104. In terms of the key worker service, the service is delivered by Daisy Chain, which is a Stockton based charity providing a range of support services to children and adults affected by autism. It had been determined by the Transforming Care and the NHS Long Term Plan that a key worker will be allocated to children with a learning disability or autism. That key worker support has been widened by the local area to include those children who are demonstrating autistic traits or have entered the SEND pathway. The change plans to meet the needs of those requiring support, at the earliest of stages. Children, from the age of 3, and their families are able to access support from a key worker, such as sleep training and sensory training. The key worker also enables the family to coordinate and navigate services.
105. The local area has also developed a new improved neurodevelopmental diagnostic pathway, which had previously sat within the Child and Adolescent Mental Health Service (CAMHS). There is now a dedicated Neurodevelopmental Team, who are skilled in the early identification of autistic traits. There is a multi-agency triage panel, which covers specialist areas such as speech and language therapy, psychology, clinical psychiatry and occupational therapy. In addition, an autism coordinator provides direct support to families. The triage panel aims to ensure that, if a child does not meet the criteria to enter the autism pathway for a diagnosis, the family will be provided with care and support through signposting, key workers and the Family Support Service.

## **Covid-19**

106. As a result of Covid-19, the local area had identified all those children and young people with EHCPs and had undertaken risk assessments. That work enabled the identification and sharing of information across agencies. Education, health and social care worked collectively to identify and prioritise children and young people with higher needs, ensuring they received the required support swiftly. By working collectively, a direct and coordinated approach has been established to ensure the needs of children and young people are met. Weekly multi-agency meetings are held, with families, to ensure seamless support is provided, without delay. Improved data sharing has also been introduced, which has led to a robust data sharing agreement between the provider trusts and the Local Authority. The agreement allows the long-term sharing of data and information, in respect of needs, at a child-level.

## **Preparing for Adulthood Conference**

107. In 2019, a Preparing for Adulthood Conference was held for young people. The conference was organised, led and facilitated by young people. The conference delivered a series of interactive workshops to encourage feedback from young people. That feedback was then utilised to inform service delivery and focus improvement work, which was led by the multi-agency Preparation for Adulthood Group. Feedback received from young people indicated:

- the Local Offer website needed to be more young person friendly;
- more employment opportunities were required; and
- more education on independence, in school and college, was required.

108. In light of the feedback received, the Local Offer website was reviewed and its content was improved to include more case studies, diagrams, images and videos. When the website had initially been set-up, it had been receiving approximately 33,000 hits a month, the website is now receiving over 100,000 a month. In addition, the number of supported internship placements, available locally, has been increased. In 2015, there had been three internships that has now increased to 34. Furthermore, feedback was shared with post-16 providers, resulting in the development of the curriculum to include delivery of new courses and modules around independence. Following the conference, young people commented that they felt their views, opinions and feedback were valued.

109. At the conference, it had also been conveyed by young people that they wished to celebrate their achievements and success. As a result, a celebration event was arranged - the Young People's Achievement Awards. There were 10 categories and the event provided schools and settings with the opportunity to nominate young people to receive an award.

## **Other Key Developments**

110. Other key developments have included:

- improving coproduction;
- developing a Single Point of Contact in partnership with families;
- delivering a range of training to staff across settings and conducting peer reviews;
- the appointment of a Clinical Officer to support key developments and the work of the SEND Strategic Group;

- developing data systems through the Data, Quality and Outcomes workstream across education, health and social care to ensure all agencies understand the needs and changing needs of children and young people with SEND;
- developing the Local Offer in partnership with families and increasing its accessibility; and
- developing a Joint Commissioning Strategy in partnership with children, young people and their families.

111. *Further information to evidence how Education, Social Care and Health work collectively to deliver SEND provision at a local level can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 4 October 2021.*

**Term of Reference E - To examine how the views, wishes and feelings of the child/young person and their parents are gained and how the child/young person is encouraged to participate as fully as possible in decisions.**

112. In terms of coproduction and the SEND Code of Practice, when carrying out functions in relation SEND, local authorities are required to have regard to a series of core principles:

- the views, wishes and feelings of the child or young person, and the child's parents;
- 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 or young person and to help them achieve the best possible educational and other outcomes and preparing them effectively for adulthood.

113. Effective coproduction enables young people, parents/carers and professionals across multiple agencies and sectors to work together as equal partners to design, plan, deliver and review support and services in order to achieve shared outcomes.

114. Coproduction recognises children and young people, parent/carers and professionals as assets who all have important contributions to make due to their differing knowledge, skills and experience.

**Coproduction in Middlesbrough**

115. To support the implementation of the SEND reforms, services across education, health and social care have worked closely with parents, young people and families to consider how best to implement the reforms across Middlesbrough. Themed working groups have been set up to understand each aspect of the reforms and how to develop and implement them across the local area. Initially, the key areas focused on the establishment of systems and processes for assessing needs, the format of the EHCP template and reviewing of EHCPs.

116. Feedback is requested frequently from families on the Local Offer, services, processes and practices. Families are also regularly consulted on key developments.

117. A Parent Partnership Group has recently been established, which involves forums/groups across Middlesbrough working collectively to develop/improve services and practices for families, such as the EHCP process.

118. Focus groups are established and project work is undertaken in respect of key themes, enabling families to review, reshape and improve practices in the local area.

### **Parents4Change**

119. Parents4Change is a parent forum group. The group offers help and support to parents/carers of children and young people with disabilities and special educational needs.
120. Parents4Change is an advocate of Middlesbrough's families and the forum's input and work with the Local Authority enables the local area to identify problems and implement solutions, ensuring families are well supported in Middlesbrough.
121. Parents4Change is involved in the SEND Strategic Group and its workstreams and the group works in partnership with the Local Authority and Health. Parents4Change has been involved with developing and reviewing:
- the SEND Strategy and sharing it with families;
  - the EHCP process, updating paperwork and introducing a single point of contact for parents/carers;
  - the neurodevelopment pathway, which is a new pathway to support children and young people who are on the autistic spectrum;
  - the Local Offer to produce a directory, improve the accessibility of information and advertise the support and advice available for parents/carers;
  - a Parents4Change newsletter aiming to recruit new members to the group, highlight issues raised by parents/carers and provide information on the Local Offer and drop-in sessions;
  - the speech and language pathway;
  - the framework for short breaks and the commissioning process for identifying providers;
  - the eligibility criteria for children with disabilities;
  - the early years service to provide greater support in the community and increase the number of children and young people with SEND being educated in mainstream provision; and
  - supported internships in the local area to assist with getting young people with additional needs into work.
122. Each year there is a parents' conference, the Local Authority works in partnership with Parents4Change to plan and design the conference. The topics selected for discussion reflect the concerns of parents/carers and feedback is sought at those conferences. Topics discussed have included the SEND Strategy, HNF, short breaks, the EHCP process, health services, the Local Offer and preparing for adulthood. The next conference will primarily seek to improve co-production and encourage parents/carers to join the workstreams of the SEND Strategic Group. The conferences provide valuable information and are well attended by parents/carers across the town.

### **Coproduction and the EHCP process**

123. In terms of coproduction and the EHCP process:
- Often the EHCP process is the first contact that a family will have with statutory-level services.
  - Having coproduction at the heart of the EHCP process enables the development of positive relationships with families.

- Children, young people and parents are included from the very start of the process. By working closely with schools, the Local Authority ensures families are fully informed when a referral for an EHCP is going to be made. Parents are invited to attend a referral planning meeting to discuss the needs of their child with a full range of practitioners.
- Once an assessment has been completed, families are invited to a Summary Assessment Meeting (SAM). At the meeting, information is shared about the child, including reports that provide a medical/professional context. The meeting provides parents with an opportunity to fully understand what this information means. At the meeting, a person-centred planning approach is taken and parents are asked their priorities and what outcomes they would want to see included in their child's EHCP. This information is then used to inform and develop the EHCP.
- Throughout the process, if parents are unable to attend meetings they are given the opportunity to complete 'Views' forms that are circulated at the different stages of the process. The forms ensure parents can submit their views regularly, in writing, if they are unable to attend meetings. Views forms enable parents to comment on a child's development, experiences and the impact of the child's needs. The information is then utilised to draft the EHCP.
- The draft EHCP is shared with parents for their comments.
- At the end of the process, parents are asked their preferences in respect of educational placements. Information, advice and guidance is provided to parents to enable them to make an informed decision about the most suitable placement for their child. The Local Authority also facilitates visits to the preferred schools.

124. The child/young person is actively encouraged to participate in the different stages of the EHCP process. There are 'Views' forms for children and young people. The EHCP process is very much centred on seeking the views, wishes and feelings of the child/young person.

125. In respect of the impact of EHCP coproduction:

- Parents4Change has been actively involved in reviewing the EHCP process.
- The process has been reviewed over time with Parents4Change to support on-going improvement and to continue to effectively capture the voice of the child/young person and parents/carers.
- Feedback on the EHCP assessment process has showed consistent 90% satisfaction rates from families.
- Through the ongoing developments of the EHCP process, it is evident from the feedback received from families that they feel fully involved in the process.
- A parent had commented "I have been given the opportunity to give my views and these have been taken in account". Views similar to that are communicated by many families.
- Middlesbrough has a very low tribunal rate, one of the lowest in the country. This is a reflection of the partnership working with families to achieve coproduced EHCPs and placement outcomes.

## **Transport**

126. A primary concern for parents/carers is transport, due to a shortage of drivers. Although school transport is being provided by the Local Authority to enable children to access education, arranging transport to access respite care is proving difficult. Regular meetings have been held between the Local Authority's directorates to discuss solutions and determine a way forward.

## **Local Area SEND Inspection**

127. In terms of the Local Area SEND Inspection, in July 2019 the Ofsted and CQC inspection team revisited the local area to inspect the sustained progress since March 2017. The inspection team commented that:

- families have greater involvement in discussion and decision-making about their children's needs and how best to support them;
- Summary Assessment Meetings (SAMs), held as part of the EHC assessment process, are valued by families; and
- there is evidence of coproduction of EHCPs.

128. SAMs have been specifically introduced by the local area to enhance coproduction with families. Not all local authorities have implemented this practice.

129. *Further information to evidence on coproduction can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 13 December 2021.*

## **Term of Reference F - To identify best practice strategies in supporting children and young people with special educational needs and disabilities.**

### **Special Educational Needs in Mainstream Schools**

130. In 2020, the Education Endowment Fund published guidance for school leaders, Special Educational Needs Coordinators (SENCo) and classroom teachers across mainstream primary and secondary schools.

131. The guidance states that supporting pupils with special educational needs should be part of a proactive approach to supporting all pupils - it is not an 'add on'. It means understanding the specific barriers pupils face to learning and what they need in order to thrive so that they can be included in all that the school has to offer.

132. The guidance report offers five evidence-based recommendations to support pupils with SEND, providing a starting point for schools to review their current approach and practical ideas they can implement:

#### **Recommendation 1**

##### **Create a positive and supportive environment for all pupils without exception**

- An inclusive school removes barriers to learning and participation, provides an education that is appropriate to pupils' needs, and promotes high standards and the fulfilment of potential for all pupils. Schools should:
  - promote positive relationships, active engagement, and wellbeing for all pupils;
  - ensure all pupils can access the best possible teaching; and
  - adopt a positive and proactive approach to behaviour, as described in the EEF's Improving Behaviour in Schools guidance report.

#### **Recommendation 2**

##### **Build an ongoing, holistic understanding of your pupils and their needs**

- Schools should aim to understand individual pupil's learning needs using the graduated approach of 'assess, plan, do, review'.
- Assessment should be regular and purposeful rather than a one-off event, and should seek input from parents and carers as well as the pupil themselves and specialist professionals.



- Teachers need to feel empowered and trusted to use the information they collect to make a decision about the next steps for teaching that child.

### Recommendation 3

#### Ensure all pupils have access to high quality teaching

- To a great extent, good teaching for pupils with SEND is good teaching for all.
- Searching for a 'magic bullet' can distract teachers from the powerful strategies they often already possess.
- The research suggests a group of teaching strategies that teachers should consider emphasising for pupils with SEND. Teachers should develop a repertoire of these strategies they can use flexibly in response to the needs of all pupils.
  - Flexible grouping - Allocate groups temporarily, based on current level of mastery. This could, for example, be a group that comes together to get some additional spelling instruction based on current need, before re-joining the main class.
  - Cognitive and metacognitive strategies - managing cognitive load is crucial if new content is to be transferred into students' long-term memory. Provide opportunities for students to plan, monitor and evaluate their own learning.
  - Explicit instruction - Teacher-led approaches with a focus on clear explanations, modelling and frequent checks for understanding. This is then followed by guided practice, before independent practice.
  - Using technology - Technology can be used by a teacher to model worked examples; it can be used by a student to help them to learn, to practice and to record their learning. For instance, you might use a class visualiser to share students' work or to jointly rework an incorrect model.
  - Scaffolding - When students are working on a written task, provide a supportive tool or resource such as a writing frame or a partially completed example. Aim to provide less support of this nature throughout the course of the lesson, week or term.

### Recommendation 4

#### Complement high quality teaching with carefully selected small-group and one-to-one interventions

- Small-group and one-to-one interventions can be a powerful tool but must be used carefully. Ineffective use of interventions can create a barrier to the inclusion of pupils with SEND.
- High quality teaching should reduce the need for extra support, but it is likely that some pupils will require high quality, structured, targeted interventions to make progress.
- The intensity of intervention (from universal to targeted to specialist) should increase with need.
- Interventions should be carefully targeted through identification and assessment of need.
- Interventions should be applied using the principles of effective implementation described in the EEF's guidance report 'Putting Evidence to Work: A School's Guide to Implementation'.

### Recommendation 5

#### Work effectively with teaching assistants

- Effective deployment of teaching assistants (TAs) is critical. School leaders should pay careful attention to the roles of TAs and ensure they have a positive impact on pupils with SEND.
- TAs should supplement, not replace, teaching from the classroom teacher.
- The EEF's guidance report 'Making Best Use of Teaching Assistants' provides detailed recommendations.

133. The overriding message from the report is a positive one. It is tempting to talk about the challenge of SEND as a specific and distinct issue. Yet, far from creating new

programmes, the evidence tells us that teachers should instead prioritise familiar but powerful strategies, like scaffolding and explicit instruction, to support their pupils with SEND. This means understanding the needs of individual pupils and weaving specific approaches into every day, high-quality classroom teaching - being inclusive by design not as an afterthought.

134. It also means using carefully implemented interventions and working effectively with teaching assistants to offer additional support where needed.<sup>1</sup>

### **Developing and Sustaining an Effective Local SEND System**

135. The LGA commissioned Isos Partnership to undertake a project to work with local councils and their partners to:

- a) draw together what partners in local areas have done to develop and sustain effective, system-level approaches to supporting young people with SEND;
- b) from these approaches, distil some key practical messages that could be used by partners in local areas across the country, adapted to their local circumstances and priorities; and
- c) share, develop and refine these key messages formatively and iteratively through co-productive discussions with leaders from local areas across the country.

136. The report has been written as a concise, practical summary of good practice in developing and sustaining an effective local SEND system. It has been written with the intention that this will be of use to elected members and officers in local councils, but equally to local strategic partners in clinical commissioning groups (CCGs) and local health services, schools, early years settings and colleges, groups and networks of parents, carers and young people, VCS organisations and others with an interest in ensuring that there is effective local support for young people with SEND.

137. A summary of the key messages is included below:

#### **Theme 1: Partnership working and co-production with parents and carers, and with young people**

- ***Demonstrate commitment to sharing challenges and solving problems in a spirit of co-production.*** Ensure that co-production feels meaningful, and not tokenistic, by engaging at a formative stage, openly sharing a problem and enabling parents, carers and young people to generate ideas and shape solutions.
- ***Empower and enable local groups of parents and carers to play a strategic role within the local SEND system.*** Identify specific opportunities for parents, carers and young people to influence the local SEND system at a strategic level and build the capacity of local groups and networks to play this role.
- ***Focus on broadening participation by engaging an ever-wider range of young people and families.*** Make broadening participation, and hearing from as broad a range of parents, carers and young people as possible, an explicit aim of the local SEND system.

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<sup>1</sup> [https://educationendowmentfoundation.org.uk/education-evidence/guidance-reports/send?utm\\_source=/education-evidence/guidance-reports/send&utm\\_medium=search&utm\\_campaign=site\\_search&search\\_term=send](https://educationendowmentfoundation.org.uk/education-evidence/guidance-reports/send?utm_source=/education-evidence/guidance-reports/send&utm_medium=search&utm_campaign=site_search&search_term=send)

## Theme 2: Strategic partnership working and joint commissioning across education, health and care

- **Develop and embed strong routines and processes for making decisions and commissioning provision across key agencies.** Ensure that there are explicit processes and protocols - about decision-making and the use of resources - that are used to consider commissioning of individual packages of support and overall services.
- **Ensure joint commissioning delivers better, joined-up support by planning pathways of support for specific types of needs.** Identify key areas of need - autism or mental health - and plan a coherent, seamless pathway of support for young people and their families.
- **Put in place effective governance structures and processes to ensure strategic decisions can be taken swiftly and effectively.** Whatever the make-up of council and CCG boundaries, ensure that there is a clear partnership governance structure in place that enables partners to make joint strategic decisions swiftly and effectively, and use existing governance mechanisms (such as the Health & Wellbeing Board) to ensure that there is an appropriate focus on support for young people with SEND.

## Theme 3: Identifying, assessing young people's needs and ensuring they can access the support that they need

- **Focus on strengthening core processes and building a consistent understanding so that needs can be identified early and accurately (and the right support put in place).** Central to this is having a widely understood and consistently applied vocabulary for identifying a young person's needs (not for its own sake, but as a first step to putting in place the right support).
- **Ensure that information about local support is accessible and helps families and professionals to navigate the local system easily.** Part of this is about ensuring that the local offer is a useful tool that enables families and professionals to understand what is available, which services are best placed to support them, and how to access those services. Part of this is also about ensuring that there are mechanisms for local services to respond flexibly in instances when a young person requires a more bespoke package of support.
- **Put in place open, transparent and outcomes-focused processes for assessing young people's needs.** Ensure that assessment processes take a holistic view of a young person's needs while also identifying the support that is needed, and that decisions are taken in an open, informed and transparent manner.

## Theme 4: Building inclusive capacity in mainstream schools and settings

- **Ensure that there is a clear strategy for building inclusive capacity in mainstream schools and settings.** This will require there being a set of consistent expectations about the support mainstream settings and schools will offer, but also a clear offer of support to build their capacity to deliver this support effectively.
- **Ensure that schools and settings have access to an explicit offer of targeted inclusion support.** Be clear what targeted support can be accessed, what will be part of a "core" offer open to all schools and settings (without requiring a statutory assessment and plan), and where there is an additional offer that settings and schools can tap into by using their own resources.
- **Ensure that inclusion support provided by education services is part of a broader, holistic and joined-up offer of support for young people's care and health needs.** Recognise the importance of supporting a child's needs in their education setting, but also that those needs may be linked to issues related to their family, home or health

needs that will require joined-up support from a wider range of non-education-based services.

### **Theme 5: Developing responsive, flexible and effective local specialist provision**

- ***Work with local specialist providers to develop robust routines for considering local needs and shaping local provision to meet them.*** Developing an evidence-informed and collaborative approach to planning places in specialist SEND provision - both the state-funded and independent / non-maintained sector - so that there is an effective, collective plan for how local provision can meet local needs.
- ***Develop a range of “mainstream plus” options.*** This will include working with local mainstream and specialist providers and developing models for meeting young people’s needs in learning environments that match their educational and wider developmental needs, and allow them to remain connected to their local communities.
- ***Develop collaborative processes for considering bespoke placements for young people with the most complex needs.*** This will involve bringing local specialist providers together to work collaboratively to consider how they could develop bespoke packages of support to enable young people with the most complex needs to be supported in their local communities. This will also entail developing strategic and effective commissioning of placements in the independent and non-maintained sector, including working collectively with neighbouring local areas.

### **Theme 6: Preparation for adulthood**

- ***Be pro-active in gathering feedback from young people about their aspirations and use this intelligence to commission pathways that will enable young people to pursue their goals.*** Engage young people who are likely to require further support or bespoke pathways to pursue their aspirations, and convene local education providers and wider partners to shape corresponding pathways.
- ***In parallel, pro-actively engage local employers, and support them to develop opportunities for young people with SEND to make a successful transition to the world of work.*** Take an incremental approach to working with local employers (in the private or third sectors, but also in the public sector – including the local council and health services) to develop pathways for young people with SEND to move into the world of work. Help employers to understand the needs of the young people with whom they will be working and to put the right support in place. Use this learning to show other employers how this can be done as well as the benefits of employing young people with SEND.
- ***Ensure that there is a strong, joint local offer of education, health and care options to enable young people with the most complex needs to make a successful transition to adult life.*** Ensure that there are effective processes for early planning of a young person’s transition to adult life, as well as enabling agencies to work together to put in place holistic packages of support that will enable a young person to thrive in adult life.<sup>2</sup>

### **ADDITIONAL INFORMATION**

138. During the course of the scrutiny panel’s investigations, information came to light which, while not directly covered by the terms of reference, is relevant to the work of the panel on this topic. This related to:

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<sup>2</sup> <https://www.local.gov.uk/developing-and-sustaining-effective-local-send-system-practical-guide-councils-and-partners>

## **Increase in Demand**

139. Given the increasing demand in the local area, schools and settings are under pressure to meet the needs of children and young people with SEND and those who are at risk of exclusion. Schools have been experiencing high levels of Covid-19 infection rates, causing a high level of staff absence and impacting on the key training and development of staff members.
140. Schools are experiencing children across all year groups who are struggling due to the impact of the pandemic. Schools have also experienced pressures due to the lack of families accessing universal health services during lockdowns, such as the School Nursing Service and Health Visiting Service. As a result, some children's needs had not been identified and addressed prior to them starting school.
141. There has been an increase in demand for the Local Authority's Inclusion, Assessment and Review Service and Model. In addition, sufficiency issues have been encountered for children with SEND and for those who have been excluded. There is an unpredictable demand for school places for children with SEND and schools are struggling to manage and meet the needs of those children within the school setting.
142. In order to manage the increasing demand, the following mitigation measures have been introduced:
- The Local Authority is challenging and supporting schools to reduce the number of exclusions, which is currently a key area of focus for the organisation.
  - A specialist project has been set up with two secondary schools, in partnership with key agencies, such as Cleveland Police and colleagues across Children's Services. The project plans to focus on those children who are known to multiple services, with an aim to understand how services are coordinated and delivered to support the child or young person and their family. The work plans to ensure that the needs of the child or young person are met and seamless support is being provided.
  - The Local Authority has been working to develop a training offer for schools, to upskill staff members and enable them to meet the needs of children. The training package includes the Education, Health and Care Assessment (EHCA) process and information on accessing additional resources and funding.
  - The Local Authority is working in partnership with health services to resolve the issues regarding access to universal services and some specialist services.
  - The enhanced Inclusion, Assessment and Review Service and Model was introduced in January 2022. The enhanced model provides access to a specialist teaching resource and outreach practitioner support. Those staff members are working directly with children and young people in schools to provide support.
  - The Local Authority has been focussing on its communication and support channels. Work is being undertaken to hold briefing sessions with schools and provide regular correspondence to ensure there are no delays in communication.
143. In terms of pressures in respect of 20 week statutory process, the following mitigation measures have been implemented:
- In respect of the Statutory Assessment Team, one temporary FTE post was appointed to in January 22, one temporary FTE has received approval to be advertised, agency support is being received for plan writing to ensure the 20 week timescale is adhered to and additional education psychologists have been appointed to assist with the multi-agency assessment work.

- In respect of the Annual Review Team, additional roles have been incorporated into the team during a restructure and there is now two EHC coordinator posts within the team. In addition, approval has recently been granted for agency support for case work, to cover staff sickness/absence/increases in workload.
- In respect of exclusions, the Local Authority is working with Alternative Provision (AP) providers to enable them to become registered providers, which plans to manage demand in the longer-term. Agency support is being provided to assist in ensuring that 6th day education expectations can be met, which is a statutory duty of the Local Authority. In addition, a new commissioning model is being developed to improve effectiveness.

144. The Inclusion, Assessment and Review Service and Model is assisting schools in meeting the needs of children and young people and is actively preventing more exclusions. The model is a crucial part in managing demand in the longer-term.

145. In terms of pressures in respect of sufficiency, the following mitigation measures have been implemented:

- In respect of mainstream provision, the Local Authority is reviewing the funding model to streamline processes and ensure that schools are accessing funding in a timely manner. The Inclusion, Assessment and Review Service and Model is also preventing additional children and young people from being excluded.
- In respect of resource provision, the Local Authority is reviewing designations to increase expertise specialisms and work is being undertaken to expand provision to deliver support to those with SEMH needs.
- In respect of Specialist and Alternative Provision, the Local Authority plans to increase local places due to the increased demand. A review of the AP model is also being undertaken to increase registered provision. In addition, the Local Authority is planning to introduce an SEMH assessment centre at secondary level.
- In respect of independent provision, the Local Authority is working with local academies and other local authorities in the region to determine whether a local residential education model would be an appropriate response to support the complex needs of children and young people. Work is also being undertaken in partnership with rest of Tees Valley, with academies and maintained specialist provision to increase capacity in the region.

146. In terms of pressures in respect of health services, the following mitigation measures have been implemented:

- In respect of South Tees NHS Foundation Trust, additional clinics for therapy services have been arranged to reduce waiting times, the Occupational Therapy and Physiotherapy pathway has been redesigned to increase accessibility for children, additional clinic sessions have been arranged with consultant paediatricians, advance nurse practitioners are being recruited to assist with managing demand in respect of paediatric referrals and community nurse structures are being reviewed to ensure the role of the advanced nurse practitioners is embedded.
- In respect of mental health services, strategic leadership has been restructured to ensure a clear pathway into services, the neurodevelopmental pathway is now underway to provide a bubble of support and workforce development opportunities have been increased for the GP and primary care network to increase uptake of Annual Health Checks for children and young people with learning disabilities.
- In respect of community services, a SEND nurse has now been appointed for 0-19 services, capacity of 0-19 services is increasing to assist with the delivery of universal

and targeted work at an earlier point. In addition, a Dynamic Support Register and Community Education and Treatment Review (CETR) pathways are being developed to identify those at risk, at an earlier point, to prevent escalation to a hospital admission.

147. In terms of pressures in respect of social care, the following mitigation measures have been implemented:

- a new Designated Social Care Officer role has been created to provide good quality social care advice in respect of every EHCP and interviews to appoint to the role are scheduled to take place shortly;
- the number of social workers and senior practitioners has been increased;
- community activities will be re-commissioned by June 2022;
- the eligibility criteria for Children with Disabilities Service has been revised; and
- Lead Practice Champions will be appointed to upskill and support staff members in undertaking social work.

148. *Further information on pressures across education, health and social care with regards to children and young people with SEND and those at risk of exclusion can be found in the minutes and associated documentation for the meeting of the Children and Young People's Learning Scrutiny Panel, which was held on 21 March 2022.*

## **CONCLUSIONS**

149. Based on the evidence, given throughout the investigation, the scrutiny panel concluded that:

### **Key data**

- a) In 2021, the number of pupils attending school and/or settings in Middlesbrough who had an EHCP, was slightly lower than the north east rate but in line with the national rate. A total of 3,459 pupils in Middlesbrough schools were in receipt of SEN Support (13.8% of the overall school population), which was higher than both the north east rate (12.9%) and national rate (12.2%). The gap between non-SEND and SEND pupils, achieving a good level of development at the end of early years, continues to close. This was a 5% improvement compared to the national average. Other areas of significant improvement and where local scores outperform national scores are KS2 Reading and Mathematics - where there is a 10% improvement; KS4 English and Mathematics Level 4 and 5 where there is also a 10% difference of closing the gap compared to national rates.

### **Impact of SEND**

- b) As identified in the SEND Code of Practice, four broad areas give an overview of the range of special educational needs and disabilities that children and young people may experience, these include Cognition and Learning; Communication and Interaction; Physical, Medical and Sensory and Social, Emotional and Mental Health (SEMH). SEND can affect a child or young person's ability to learn, their behaviour or ability to socialise, reading and writing, ability to understand things, concentration levels and physical ability. Some learning difficulties and disabilities occur across the range of cognitive ability and, left unaddressed may lead to frustration, which may manifest itself as disaffection, emotional or behavioural difficulties.

### **Working with early years providers, schools and colleges**

- c) The settings consulted throughout the review (i.e. Rosedene Nursery Easterside, Ayresome Primary School, Caldicotes Primary Academy, Discovery Primary Academy, Green Lane Primary Academy and Middlesbrough College) clearly demonstrate that by effectively working in partnership with the Local Authority, partners and families; holistic and joined-up packages of support can be delivered to meet the care and health needs of children and young people with SEND. The settings clearly demonstrate inclusivity and the Local Authority provides a clear offer of support to enable settings to build their capacity and deliver support effectively. It is highly important that all of Middlesbrough's settings are aware of the explicit targeted inclusion support offered by the Local Authority via the Early Years and Primary Support Service (EYPSS) and the Inclusion, Assessment and Review Service and Model to identify needs, put in place support and review support plans.
- d) Although evidence suggests that needs are identified early, accurately and consistently and that effective transition planning processes are in place, restrictions associated with the General Data Protection Regulation (GDPR) can sometimes lead to some pupils missing out on provision or experiencing unnecessary delays - this needs to be addressed. In addition, to further support positive destinations in adult life for young people with SEND, the Local Authority should link up with Middlesbrough College to provide placements for the college's supported internships programme.
- e) As a local area, a SEND review has been undertaken of all Middlesbrough's settings, i.e. for early years, primary, secondary and post-16. The purpose of the review was to identify strengths and areas of development. Outcomes of the review have been reported to the settings and actions are being undertaken to further develop/enhance support/training for members of staff. To support continuous improvement, it is important that a regular cycle of self-evaluation, across all partners, takes place.

### **Delivering SEND provision at a local level**

- f) There is a great sense of joint responsibility and the partnership between Education, Social Care and Health has strengthened significantly over recent years. The local area has made good progress in addressing areas of significant weakness detailed in the written statement of action (WSoA) issued on 19 May 2017 and has made great strides in improving core processes and building a consistent understanding for identifying, assessing and meeting the needs of children and young people who have SEND. The local area's SEND Strategic Group, which reports to the Children's Trust, provides an effective governance structure to ensure strategic decisions can be taken swiftly and effectively. Through the work of the SEND Strategic Group, the local area continues to move forward with key developments to ensure that the needs of children and young people with SEND 0-25 in Middlesbrough are being met. The local area delivers better, joined-up support by planning pathways of support for specific types of needs. There is a stronger partnership-wide commitment to jointly commissioning services in a way which is responsive to children and young people's needs. For example, the local area developed an evidence-informed and collaborative approach to improve support for children and young people with autism by building capacity to educate children with autism within secondary settings and developing a new improved neurodevelopmental diagnostic pathway.
- g) It is evident that provision, opportunities and outcomes for children and young people with SEND continue to improve across the local area. Improved data sharing has been



introduced, which has led to a robust data sharing agreement between the provider trusts and the Local Authority. The agreement allows the long-term sharing of data and information, in respect of needs, at a child-level. Gathering and triangulating data, intelligence and feedback and using this to inform discussions with partners and stakeholders as well as individual young people and families, about the shape of local support and services, is highly important. It would be beneficial for a SEND annual report to be produced that demonstrates how data, intelligence and feedback has been used to support strategic planning arrangements and ensure that there is sufficient local provision and support.

### **Involvement of the child/young person and their parents**

- h) The local area recognises the importance of working in a co-productive way and demonstrates commitment to sharing challenges and solving problems. Local groups of parents and carers, such as Parents4Change, have been empowered to play a strategic role within the local SEND system and have contributed strongly to improving services and support for children and young people with SEND. Middlesbrough's families are fully involved in sharing their views, supporting developments and reshaping services. For example, there has been significant improvement in Education, Health and Care (EHC) assessment and planning. In addition, Summary Assessment Meetings (SAMs), which have been specifically introduced by the local area to enhance coproduction, are highly valued by families because they feel that their views and experiences are heard, understood and acted upon by local area leaders. Feedback on the EHCP assessment process has showed consistent 90% satisfaction rates from families and Middlesbrough has a very low tribunal rate, one of the lowest in the country. These rates demonstrate effective partnership working with families to achieve coproduced EHCPs and placement outcomes.
- i) Currently, a primary concern for parents/carers is transport, due to a shortage of drivers. Although school transport is being provided by the Local Authority to enable children to access education, arranging transport to access respite care is proving difficult. It is highly important that this issue is resolved as a matter of urgency.

### **Managing future demand**

- j) Overall, it is clear that the challenges of the pandemic for local areas and for individuals have undoubtedly been great. Yet the negative experiences that many children and young people with SEND and their families have had during this time are not new - rather, they have been highlighted and intensified.<sup>3</sup> The importance of the availability of good universal services to all children and young people with SEND across education, health and social care cannot be underestimated. Given the increasing demands, the local area continues to work together to ensure that the needs of Middlesbrough's children and young people are met and continues to develop its services in partnership with families to meet needs and improve outcomes. There is a need for the local area to continue driving further improvement in the SEND system and supporting children and young people at this critical moment.
- k) The local area has gone above and beyond to support children and young people with SEND and their families during this challenging time. The case studies shared throughout the review clearly demonstrate this. However, as the damaging effects of the pandemic on children and young people with SEND become clear, so too does the need to ensure that all partners are playing their role in supporting them. It is important that the

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<sup>3</sup> <https://www.gov.uk/government/publications/send-old-issues-new-issues-next-steps/send-old-issues-new-issues-next-steps>

Local Authority continues to invest time in fostering relationships and partnerships, given their importance to the local SEND system and the risk that those relationships could change very quickly. Given the increasing demand for provision to support those children and young people with SEND, it is vital that work continues to expand specialist provision and enable mainstream settings to provide support. It would also be beneficial to report on data/intelligence that demonstrates the specific strategic approaches or practices that have been effective in supporting children and young people with SEND, enabling them to achieve the best possible educational outcomes and preparing them effectively for adulthood.

## **RECOMMENDATIONS**

150. The Children and Young People's Learning Scrutiny Panel recommends to the Executive:

- a) **That awareness raising activities are undertaken to ensure that all of Middlesbrough's schools and settings are aware of the Local Authority's explicit offer of targeted inclusion support.** There is a need for schools and settings to receive clear and concise information on what targeted support can be accessed, what is part of the "core" offer open to all schools and settings (without requiring a statutory assessment and plan), and the additional offer that settings and schools can tap into by using their own resources.
- b) **That work is undertaken with Legal Services and the Data Protection Officer to develop an effective transition planning process for all stages of education, which addresses the restrictions associated with GDPR.** For example, Durham County Council has developed an electronic process for primary school headteachers to share the names of students who may require additional transition support into secondary education. Wording, informing parents that information will be shared to support transition, has been included in the admissions brochure, on Durham County Council's website and in secondary application forms and offer letters.
- c) **That the Local Authority links up with Middlesbrough College to provide placements for the college's supported internships programme.** Supported internships have been introduced at Middlesbrough College to give a greater focus on preparing young people with special educational needs and disabilities with the skills needed for adulthood and employment.
- d) **That, to support continuous improvement, a regular cycle of SEND reviews takes place across all educational settings and outcomes are reported to the Children and Young People's Learning Scrutiny Panel.**
- e) **That SEND annual reports are published to demonstrate how data, intelligence and feedback has been used to support strategic planning arrangements and ensure that there is sufficient local provision and support.**
- f) **That work is undertaken with the Integrated Transport Service to explore and identify solutions to ensure children and young people with SEND are provided with travel assistance to enable them to access respite care.**
- g) **That, to further promote effective partnership working, a local area partnership agreement is developed, which outlines how partners will work together and sets out responsibilities and agreed working arrangements.** Investing time in fostering relationships and partnerships, given their importance to the local SEND system, is highly important - as there is a risk that those relationships can change very quickly.

- h) **That the collaborative work undertaken by Education, Social Care and Health is commended and continues to drive further improvement in the SEND system.** Given the increasing demand for provision to support those children and young people with SEND, it is vital that work continues to expand specialist provision and enable mainstream settings to provide support.
- i) **That data/intelligence is collected, analysed and reported on to demonstrate the specific strategic approaches and practices that have been effective in supporting children and young people with SEND, enabling them to achieve the best possible educational outcomes and preparing them effectively for adulthood.**
- j) **That regular updates are reported to the Children and Young People’s Learning Scrutiny Panel, on a six monthly basis, in respect of the progress made with implementing the above recommendations and the work undertaken to develop and sustain an effective local SEND system.**

## **ACKNOWLEDGEMENTS**

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- A Adamson - Vice Principal for Students and Communications, Middlesbrough College;
- K Allison - Chair, Parents4Change;
- G Brown - SEND Coordinator, Rosedene Nursery Easterside and Academy;
- R Brown - Director of Education and Partnerships, Middlesbrough Council;
- J Brownsell - SEND Coordinator, Green Lane Primary;
- S Butcher - Executive Director of Children’s Services, Middlesbrough Council;
- S Calvert - Principal Educational Psychologist, Middlesbrough Council;
- C Cannon - Strategic Lead for the Inclusion and Specialist Support Service, Middlesbrough Council;
- E Cowley - Head of Inclusion, Assessment and Review, Middlesbrough Council;
- J Duncan, Head Teacher, Discovery Primary Academy;
- T Dunn - Head of Access to Education and Alternative Provision, Middlesbrough Council;
- A Goring, Deputy Head Teacher, Ayresome Primary School;
- R Johnson - Treasurer, Parents4Change;
- J Kitchen - Early Years and Primary Inclusion Lead, Middlesbrough Council;
- J Libby - Head of Resources for the Inclusion and Specialist Support Service (ISSS), Middlesbrough Council;
- K Mellor - Vice-Chair, Parents4Change;
- N Mount - SEND Coordinator, Caldicotes Primary Academy;
- N Pearson - Member, Parents4Change;
- K Scraton - Head of Service for Children with Disabilities, Middlesbrough Council;
- K Smith - Head of Achievement, Middlesbrough Council; and
- R Wilcox - Clinical Officer, NHS Tees Valley CCG.

## **ACRONYMS**

152. A-Z listing of common acronyms used in the report:

- AP - Alternative Provision
- CQC - Care Quality Commission

- DfE - Department for Education
- EHCP - Education, Health and Care Plan
- EYPSS - Early Years and Primary Support Service
- HNF - High Needs Funding
- SEMH - Social, Emotional and Mental Health
- SEN - Special Educational Needs
- SENCo - Special Educational Needs Coordinator
- SEND - Special Educational Needs and Disabilities

## **BACKGROUND PAPERS**

153. The following sources were consulted or referred to in preparing this report:

- Reports to, and minutes of, the Children and Young People's Learning Scrutiny Panel meetings held on 6 September 2021, 4 October 2021, 8 November 2021, 13 December 2021, 17 January 2022, 21 March 2022 and 25 April 2022.

### **COUNCILLOR DENNIS MCCABE**

#### **CHAIR OF THE CHILDREN AND YOUNG PEOPLE'S LEARNING SCRUTINY PANEL**

**Membership** - Councillors D McCabe (Chair), M Saunders (Vice-Chair), A Hellaoui, C Hobson, D Jones, T Mawston, M Nugent, P Storey and G Wilson.

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