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TRAFFORD
COUNCIL

AGENDA PAPERS MARKED “TO FOLLOW” FOR EXECUTIVE MEETING

Date: Monday, 25 March 2013

Time: 6.30 pm

**Place: Rooms 7 and 8, Quay West, Trafford Wharf Road, Trafford Park,
Manchester M17 1HH**

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6.	A VISION FOR CHANGE: ESTABLISHING HIGH QUALITY LOCAL PROVISION FOR CHILDREN AND YOUNG PEOPLE WITH SPECIAL EDUCATIONAL NEEDS IN TRAFFORD	1 - 50
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7.	FINAL DRAFT ANNUAL DELIVERY PLAN 2013/14	51 - 56
	To consider a report of the Executive Member for Transformation and Resources and Corporate Director, Transformation and Resources.	

THERESA GRANT
Chief Executive

COUNCILLOR MATTHEW COLLEDGE
Leader of the Council

Membership of the Committee

Councillors M. Colledge (Chairman), A. Williams (Vice-Chairman), S. Anstee, Dr. K. Barclay, Miss L. Blackburn, M. Cornes, J. Coupe, M. Hyman, A. Mitchell and M. Young

Further Information

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This supplementary agenda was issued on **Tuesday 19th March 2013** by the Legal and Democratic Services Section, Trafford Council, Quay West, Trafford Wharf Road, Trafford Park, Manchester, M17 1HH.

TRAFFORD COUNCIL

Report to: Council Executive
Date: 25th March 2013
Report for: Decision
Report of: Executive Member Education and the Corporate Director Children and Young People

Report Title

A Vision for Change - Establishing High Quality Local Provision for Children and Young People with Special Educational Needs in Trafford

Summary

A major review is being undertaken to redesign provision for children and young people with special educational needs (SEN) in Trafford.

Children in Trafford have access to high quality educational opportunities at all stages, and, against the vast majority of measures our children are amongst the highest achieving nationally. The only group of children where outcomes are not significantly above the average of their peers nationally, are those who have special educational needs.

This is despite the fact that four of our six special schools are rated as 'Outstanding' by Ofsted. We believe therefore that to improve outcomes for children with special educational needs we require a new vision for the whole system of special education.

We also know that over the coming years we will face substantial capacity challenges due to increasing child population, numbers of children with statements of SEN and the complexity of needs of those children.

The key objective of the review is to provide access to high quality school places for children with SEN within their local communities. We know from our analysis of the current position that many of our most vulnerable children of secondary age travel out of Trafford to access specialist provision. We also know that many primary age children have to travel long distances across Trafford to access suitable provision. This has a major impact on their education as they are taken out of their communities and away from support networks, and also in terms of finance with an annual cost of over £4million spent on out of borough provision that could be reinvested in local schools.

The review is focused on outcomes for children and how we best use our resources to meet their needs and therefore there are no financial savings associated with it. Indeed, full implementation of the review proposals will involve significant additional capital investment.

The vision for future provision is based on the following objectives agreed at the start of the review process;

- To ensure the availability of high quality, locally based provision that meets future needs of children with SEN
- Establish a detailed understanding of current assessed needs and the barriers

to accessing local provision

- Reduce reliance on independent, out of borough provision by improving the “in borough” offer
- A budget neutral process to reallocate resource to locally based provision
- Establish holistic support packages based around local provision
- Maximise the benefits of the CYPS integrated service delivery model

The review has been undertaken in two distinct phases. The first phase involved data analysis to identify cohort trends and identify gaps where current provision was insufficient to meet existing or expected demand. This was done alongside meetings and discussions with key stakeholders, and examination of best practice from other boroughs. The second phase involved a public consultation exercise and its findings are laid out in section 4.

The recommendations that are being put forward are the result of a programme of work including:

- public consultation,
- examination of provision and service delivery in other local authorities,
- data interrogation,
- feedback from parents, schools, children and other stakeholders,
- incorporation of statutory changes to the statementing process and provision for alternative provision,
- expressions of interest in developing SEN education by local schools and colleges,

Recommendations

It is recommended that Executive;

- 1 Approves the principle of the establishment of 19-25 provision for young people with SEN in conjunction with Trafford College as set out in the report and notes that a further report will be presented to the Executive when detailed proposals have been developed.
- 2 Approves the principle of the relocation of Brentwood School to the Cherry Manor site and authorises officers to carry out the required statutory consultation and notes that a further report will be presented to Executive following the statutory consultation process.
- 3 Approves the principle of creating a new provision for 11-18 year olds in Trafford with Autism as set out in the report. Further work is required to identify an appropriate site, governance arrangements and capital costs associated. A report will be presented to Executive when the detailed proposal has been developed.
- 4 Approves the principle of the establishment of the proposed model of geographic specialist hubs for primary provision (2-11) as set out in the report and authorises officers to submit a capital bid to the Department for Education to fund the proposed development of an additional primary special school in the north of the borough. In the event that capital funding is secured authority is given to officers

to progress to statutory consultations as required. The Executive notes that further reports will be brought to Executive following statutory consultations.

- 5 Approves the relocation of the KS3 and KS4 PRU's onto the Woodsend site from September 2013
- 6 Approves the extension of provision at Egerton School to include post-16 and authorises officers to move to formal consultation to redesignate the school and notes that a further report will be presented to Executive following formal consultation
- 7 Approves the principle of establishing a virtual special school in Trafford as described in section 5.7 of the report and notes that a pilot will be run during the 2013-14 academic year and that a report will be presented to Executive following evaluation of the pilot.

Contact person for access to background papers and further information:

Name: John Pearce, Director Commissioning, Performance & Strategy, CYPS
Extension: 5100

Background Papers: None

Implications:

Relationship to Policy Framework/Corporate Priorities	The review of SEN has been undertaken as a key strand in the CYPS 2015 vision and will support achievement of a range of priorities set out in the Children and Young People's Plan 2012.
Financial	There are capital costs associated with set up of new provision and relocation of existing provision. Implications for revenue funding will be neutral or positive as changes will centre around a reallocation of the dedicated schools grant (DSG) funds. The financial implications are described in more detail in section 6.
Legal Implications:	Legal implications are described in Section 2 of the report.
Equality/Diversity Implications	Equality Impact Assessments have been completed for each project strand, with an analysis of potential equality and diversity issues involved. More detailed assessments will be on going as each project strand develops. It is also explored in more detail in Section 3 of the report
Sustainability Implications	By developing better in borough provision reliance on transport will be reduced. Implications in the short term on reassignment/development of buildings capital. Implications will be assessed as part of each project recommendation.
Staffing/E-Government/Asset Management Implications	Workforce development issues have been identified in various projects and will form part of the implementation process set out in further detail in section 6
Risk Management Implications	As above
Health and Safety Implications	As above

1.0 Introduction

- 1.1 In May 2012 Trafford CYPS launched a strategic review of SEN provision and the efficacy of support services. The review included all relevant services and provision for Children and young people aged 0-25. Its scope covered:
- current demand for provision and projections for future demand
 - Trafford based specialist provision (special schools and PRU's)
 - use of external independent provision
 - banded provision in mainstream settings
 - funding of specialist provision
 - support services, statementing and review processes
- 1.2 The review was instigated due to a number of key drivers. The Green paper "*Support and Aspiration: a new approach to special educational needs and disability*" and the *Next Steps* documents set out the plans for radically reforming the current system for identifying, assessing and supporting children and young people who are disabled or have SEN and their families. Trafford is one of 22 national "pathfinder" authorities who are working with the Department for Education (DfE) to assess how this is best done. The review of SEN in Trafford was complementary to the work of the pathfinder.
- 1.3 A number of statutory changes around responsibilities and how provision for children and young people with SEND is delivered have also either recently come into force or are imminent. Key amongst these are the *2009 Apprenticeship, Skills, Children and Learning Act* (ASCL Act) which placed responsibility on local authorities to ensure education is available for learners with SEN up to 25; and the *Education and Skills Act 2008* required access to a suitable place in education and training for all 16-18 year olds by 2015.
- 1.4 In April 2013 significant funding changes for special school and SEN mainstream provision will come into effect. The new model will part fund places and leave the LA as the lead commissioner to top up place funding. These funding changes also affect the financial management arrangements of pupil referral units by bringing them in line with other types of specialist education providers.
- 1.5 In 2012 Charlie Taylor reported back to the Department of Education (DfE) on the future of alternative provision (AP) and pupil referral units. In *Improving Alternative Provision* Taylor sets out a view of how AP will look in the future and clearly ties driving up outcomes in AP settings with the new funding methodology and the current DfE pilot on exclusions.
- 1.6 It was also apparent from discussions with heads and an initial analysis of data that Trafford was statementing a larger proportion of its children and young people than other boroughs in the North West, and that there were identifiable gaps in the local offer of suitable education and support.
- 1.7 The aims and objectives of the SEN review were to deliver the following outcomes for children and young people from Trafford with SEND:
- To ensure the availability of high quality, locally based provision that meets future needs of children with SEND

- Establish a detailed understanding of current assessed needs and the barriers to accessing local provision
 - Reduce reliance on independent, out of borough provision by improving the “in borough” offer
 - A budget neutral process to reallocate resource to locally based provision
 - Establish holistic support packages based around local provision
 - Maximise the benefits of the CYPS integrated service delivery model
- 1.8 The first phase of the review ran from May to October 2012 and consisted of a data mining and analysis exercise; interviews with stakeholders, parents, children and young people, SEN professionals; background research and examination of best practice and alternative models from around the North West in particular. The information gathered formed the basis of the direction and options which went forward for consultation in November 2012 (see annex 1 attached)
- 1.9 The consultation phase of the review which ran from November 2012 until 11th February 2013 was underpinned by a set of key principles. The principles were derived from the objectives of the review as a whole and inputs from stakeholders. The stated principles are:
- Inclusion-** we believe that all learners with SEN and disabilities (SEND) have the right to access mainstream education whenever possible.
- Community-** Trafford should be able to educate all its children and young people within the borough. All children and young people should be able to access high quality education close to home.
- Excellence-** as a borough Trafford has a deserved reputation for the high quality of its schools and colleges. The same excellence in teaching and outcomes that mainstream learners enjoy should be available for statemented learners.
- Choice-** wherever practicable parents and young people should be able to choose the type of provision they consider right for them.
- Sustainability-** individual schools should be appropriate and sustainable in size and type of provision in order to meet the current and future needs of children in the community in which they serve.
- Involvement-** parents and families should be provided with clear information about the range of provision available. Furthermore young people, parents and carers must always be involved in decisions about specialist provision.
- Cost effectiveness** – It is vital to make the best possible use of resources and to maximise efficiencies in service delivery and commissioning.
- 1.10 The process for the consultation phase of the review is set out in section 4. Feedback from the consultation was key in establishing the recommended changes in section 5, however it has been viewed in light of the key issues and pressures that are outlined in the consultation document attached as annex 1.
- 1.11 The recommendations in section 5 form a part of the total outcomes of the SEN review. Other recommendations that involve support processes; commissioning arrangements; funding for high needs education; and SEN policy development are mentioned in section 6 and will form part of the broader implementation of the SEN review outcomes. A complete set of

recommendations will be put forward in a document outlining the CYPS SEN strategy following discussion of the recommendations in section 5.

2.0 Legal Framework

- 2.1 The legal requirement to undertake the review of SEN provision to ensure it is suitable and sufficient to meet the needs of children and young people is enshrined in section 315 of the 1996 Education Act
- 2.1 Part III of the *Children Act 1989* (“the 1989 Act”), sets out local authorities’ duties to provide support services for children in need and their families. Section 17 of the Act provides a definition of children in need which includes disabled children and sets out the duty local authorities have with regard to such children. In Part III children are defined as under the age of 18 (s105).
- 2.2 *2006 Childcare Act* places a duty on local authorities to ensure sufficient appropriate childcare are in place for all 3 and 4 year olds.
- 2.3 *The Education and Skills Act 2008* sets out the responsibility on local authorities to ensure a suitable place in education or training for all children and young people up to age 18 by 2015
- 2.4 Section 15ZA and 18A of the *Education Act 1996 as amended by the 2009 ASCL Act*, set out local authorities’ statutory duty to provide training or learning places for 16-19 year olds; young people (aged 10-17 and some 18 year olds) subject to youth detention; and learners subject to a learning difficulty assessment up to the age of 25.
- 2.5 The LA follows the 2001 DfE guidance *Inclusive Schooling: Children with Special Educational Needs*. Which sets out the considerations for levels of educational need (School Action, School Action Plus etc). The LA is also accountable for following the SEN Code of Practice.
- 2.6 The Green Paper ‘*Support and Aspirations: A New Approach to Special Educational Needs and Disability*’ (2011) laid down a commitment to introduce a new ‘Education, Health and Care Plan’ (EHC). These will replace the existing SEN statements. The Government has now indicated that legislation will be developed to a timescale of September 2014 for full implementation.
- 2.7 In September 2012, draft legislation, the ‘*Reform of provision for children and young people with Special Educational Needs*’ was placed before Parliament to enable the introduction of the single education, health and care plan. The draft legislation:
- explains, for the purposes of this legislation, a young person means a person over compulsory school age but under 25.
 - sets out the duties on local authorities for preparing and delivering Education, Health and Care Plans for children and young people with special educational needs (up to 25th birthday when appropriate).
 - makes clear that when a local authority is deciding whether to carry out an assessment for a young person aged 19 or over, it must have regard to that person’s age.

3.0 Public Sector Equality Duty (PSED)

- 3.1 In line with the council's PSED under section 149 of the 2010 Equality Act an Equality Impact Assessment (EIA) has been carried out for publication as part of the formal consultation process moving forward. The development of the EIA has enabled the Council to give due regard to the impact of the proposed changes on those identified with protected characteristics under the 2010 Equality Act.
- 3.2 An initial EIA has been produced for each recommended project strand using the information and analysis gathered through the development work, evaluation and consultation phases of the review. Each EIA is available with this report and will be published on the Council website along with this report for Council Executive.
- 3.3 The SEN review's focus has been on increasing the local provision available for children and young people in Trafford and improving access to the support services that underpin that education provision. In relation to the programme of transformation outlined in the recommendations in section 5 the changes do not affect access to provision. All the recommendations are neutral in terms of gender and ethnicity.
- 3.4 The cohort of learners who have special educational needs are not representative of the overall cohort of children and young people in Trafford. Children and young people with SEND are more likely to have an entitlement to free school meals, and children and young people from BME backgrounds are over represented amongst learners with SEND. Improvements in accessibility and quality of provision would have a positive impact on narrowing the gap for the identified vulnerable groups.
- 3.5 It is recognised that each project strand in the recommendations in section 5 will have a different impact upon vulnerable groups. For this reason we have considered it appropriate to complete an EIA for each recommendation. The EIA's available with this briefing however are valid for the projects at their current stage, however we recognise that they may be impacted by required changes. For example, changing a school site may impact differently depending on which site is chosen. Once the transformation programme is agreed further detailed work on project specific EIA's will take place along with the project action plans. Further details on this are set out in section 6.
- 3.6 The approach of the review has been to enable Trafford to meet the educational needs of its children and young people irrespective of their religion, faith and/ or sexual orientation.

4.0 Consultation

- 4.1 In its first phase, the SEN review focused on discussions with stakeholders, data analysis and gathering of best practice examples. This formed a series of options which were outlined as part of the consultation phase of the review (annex 1). The consultation was public and promoted through relevant stakeholder forums. The consultation document was available for feedback for a period of 90 days on the Trafford Council website. Its presence was notified to stakeholders at briefing sessions held by CYPS officers. In addition schools and preschool settings were emailed.
- 4.2 Parents, carers, children and young people were given the opportunity to respond to the consultation. The parent partnership wrote out to all parents/carers of Trafford statemented children informing them of the consultation and encouraging response. Special schools have worked with their pupils to inform them of the consultation and gather feedback. It is intended that where recommendations are accepted a similar consultation format will be used for the statutory consultations
- 4.3 Alongside the consultation Trafford schools and other education providers were given an opportunity to complete an Expressions of Interest pro forma. This pro forma detailed the various options from the consultation. The recommendations from the SEN review have taken the relative interest and capacity to deliver of local schools and providers into account.
- 4.4 Feedback from the consultation can be divided into “provider feedback” from mainstream schools; FE colleges; special schools; nursery settings; stakeholder professionals (Educational Psychologists, SEN Advisory Service, Speech and Language Therapists etc.); and parents.
- 4.5 The total number of responses from each group was:
- 25 individual parental responses (though many parents have fed into their individual school responses or into the parents partnership)
 - 17 education providers formally responded
 - 9 SEN associated professionals or teams thereof
- In addition to this there was a form available for collection of feedback online. This form was intentionally left so that individuals could give feedback anonymously. An additional 19 entries were left using this feedback mechanism.
- 4.6 In general the consultation feedback was supportive of both the existence and aims of the SEN review consultation. There was a general acceptance of the need to improve the local offer for children and young people in Trafford with SEND, and recognition that this would be beneficial to both learners and their parents/carers. However, this was mixed with concern that the changes are simply a disguise for cost cutting and in a couple of instances concern was expressed that the review would be used to prevent access to out of borough specialist providers.
- 4.7 Support was expressed from parents and institutions for the development of a specific provision for Autistic Spectrum Conditions (ASC). Again, however, this was tempered in a couple of cases where concern was expressed that we

must ensure access to independent special provision in some highly demanding cases.

- 4.8 There was little overall support from schools for the model of developing formal clusters to manage a portion of their delegated SEN budgets. Although the benefits in terms of shared resource and efficiency and more timely access to support funding were recognised by some.
- 4.9 There was concern expressed at the idea of redesignating Pictor and Delamere primary special school to operate as on a geographic rather than a needs basis. Much of this concern was expressed by parents of children attending Pictor school and revolved around their understandable concern that any change to the school could disrupt the outstanding education and support that the school offers. A minority of Trafford education support staff have also noted the challenges and expressed reservations on this model. However, this model is supported by other education professionals, preschool settings and parents who recognise the benefits of being able to access a more local special school.
- 4.10 A complete analysis of the consultation written feedback is available on request.

5.0 Recommendations

- 5.0.1 The recommendations set out in this section form a key strand in a broader strategy for providing for the needs of Trafford's children and young people with SEND and their parents/carers. The strategy is derived from the stated objectives and principles of the SEN review. The main thrust is the belief that all of Trafford's children and young people with SEND are entitled to access to high quality, sustainable, locally based education which is supported by a range of responsive, effective, efficient and family focussed professionals.

5.1 Development of provision for 19-25 year olds with SEND

- 5.1.1 The facility proposed would deliver education and skills for employability and independent living for 50 of Trafford's vulnerable young people. This number is comprised of future projections of 50% of Brentwood year 14 leavers (expected to be 18-20 per year by 2016), plus a number of additional learners attracted into Trafford College from neighbouring boroughs. It is proposed to also incorporate a residential facility for circa 5 young people for independent living learning and, potentially, respite facilities.
- 5.1.2 The SEN review has highlighted the need to develop post 19 special provision in Trafford. The development of post 19 special provision in partnership with Trafford College will address this gap, and in line with the principles of the review, give some of the most vulnerable learners in Trafford access to high quality education in their own community. The 2011 ASCL Act transferred responsibility for funding of post 19 special provision from the LSC to local authorities. There are currently 27 learners accessing independent specialist providers located outside of the borough at a cost of £1 million. With the transfer of budgets from the SFA to local authorities in April 2013 this places

an additional pressure on the DSG. Reducing this spend will allow us to redirect some DSG savings into other areas such as early years. The model would therefore contribute to Trafford's corporate value for money principle, and potentially the CYPS 2015 vision for early intervention.

- 5.1.3 This recommendation is complementary to the additional facilities set out in 5.2. The cohort for the Trafford College facility would come from the higher ability end of Brentwood's cohort, many of whom access post 19 provision at other FE colleges or increasingly at Trafford College who have worked with the Council to improve their offer for post 19 special provision over the last few years. The review recognises however that there is a range of ability and need within the Brentwood cohort and that an additional more specialised facility for those learners with extremely complex physical and/or learning disabilities is also required.
- 5.1.4 The anticipated timescale for the new Trafford College facility is September 2014 (this is set out in more detail in section 7). This is tied in with a broader redevelopment strategy by Trafford College and may be subject to change.
- 5.1.5 There has been in the past some reluctance by the parents and carers of young people at Brentwood to consider Trafford College as a suitable place for post 19 provision for their young people. Trafford College, Trafford Council and Brentwood school have worked hard to overcome this barrier to developing provision over the last two years and will continue to do so. However it is recognised as a risk.

Recommendation: Executive is requested to approve the principle of establishing 19-25 provision in conjunction with Trafford College as described. A further report will be presented to the executive when detailed proposals are in place.

5.2 Brentwood Special School should be relocated and have its designation extended from 11-19 to an 11-25 school.

- 5.2.1 Relocating Brentwood School to a new site to accommodate a 150 place SLD/PMLD special school would create space for the school which is physically constrained on its current site and operating at capacity at present. The capacity for the existing school is 98 learners. By September 2013 Brentwood is planning on 110 learners on current projections. The number of learners in Pictor and Delamere who would expect to progress onto Brentwood will see numbers at Brentwood exceed 130 within the next five years.
- 5.2.2 The existing site of the school has extremely limited capacity for development. It is bound between the Altrincham-Bury tramline on one side and the Bridgewater canal to the rear and surrounded by housing. In addition the school already has very limited outdoor space for the learners and difficult egress to the assembly point in the event of a fire.
- 5.2.3 A preferred new site has been identified for Brentwood at Cherry Manor. However, there are some issues with the site that must be addressed before proceeding. Foremost among these is that this would involve the relocation of

circa 110 Trafford Council staff currently based at the site. Cherry Manor also houses the key stage 3 PRU and therefore this site would be dependent upon the co-location proposal for the PRU's set out in 5.5.

5.2.4 Extending the designation of Brentwood school to allow it to deliver education up to the age of 25 for many of their challenging learners would improve choice for these vulnerable young people and compliment the developments that have been proposed by Trafford College (see 5.1) to expand their provision for young adults with SEND.

5.2.5 As a part of the relocation therefore the new site should have capacity and facilities for 15-20 19-25 year olds. Funding for post 19 SEN education is currently based on a funding assumption of up to three years specialist provision. The cohort would represent circa 5-7 learners per "year group".

5.2.6 Funding for education for 19-25 year olds with SEND will transfer to local authorities from March 2013. With the development of our in borough capacity through the redesignation of Brentwood and the developments at Trafford College we would be able to significantly reduce our reliance on out of borough specialist providers.

5.2.7 Associated risks with the recommendations relating to Brentwood Special School are:

- Cost of establishing new site
- Brentwood has recently invested significantly in developing independent living accommodation which could be developed into respite accommodation. This would need replicating on the new site.
- There is a short term destabilising risk to what is an "outstanding" school involved in moving to new facilities. This is especially pertinent given the vulnerability of the cohort.

The impact of the risks involved would be expanded as a risk register which would form part of the project action plan along with detailed EIA and managed by the project group which will include representation from key stakeholders including the school and parents.

5.2.8 The proposed timescale for the new site to be operational is September 2014 and the timescales and processes are set out in more detail in section 7.

Recommendation: Executive is asked to approve in principle the relocation of Brentwood School to the Cherry Manor site and authorisation to progress to the required statutory consultation. A further report will be presented to Executive following the statutory consultation process.

5.3 Development of a specific provision for children/young people with Autistic Spectrum Conditions (ASC).

5.3.1 The creation of a facility specifically designed to provide high quality facilities and education for the growing number of children with (ASC) would enhance the local offer of special education and relieve the pressure on our existing special schools.

- 5.3.2 The new facility is likely to be co-located with a local school and would offer specialist provision for 50-60 learners with ASC. It would also act as a support hub and point of expertise in ASC for other schools in the borough. In particular it will work with and support a mainstream school to deliver a comprehensive curriculum, via discrete provision, to those learners with ASC who are high academic achievers. The definition of autistic spectrum however is extremely broad and encompasses a huge range of educational and support needs. The new facility would not, therefore, provide education to all key stage 3 and 4 ASC learners.
- 5.3.3 Over 40% of Trafford's out of borough learners have a primary diagnosis of Autism. There will always be a need to access highly specialised provision outside of the borough for some children and young people with extremely challenging needs. However, the majority of the learners who currently travel outside the borough would benefit if suitable high quality specialist provision was available locally. The cost of out of borough specialist provision for learners with ASC stood at £2 million in 2012 excluding transport.
- 5.3.4 There has been a significant increase in the awareness of and diagnosis of ASC over the last 15 years. The proportion of Trafford statements being issued for children with ASC as their primary diagnosis has increased over 30% in the last five years. Soft data from primary schools, early year's settings and professionals indicates that this trend is likely to be maintained for the foreseeable future. The new facility would alleviate the pressure on Trafford's existing SEN providers which are currently operating at capacity. Examples exist of learners having to access out of borough provision because whilst there is the willingness and educational expertise to meet their needs, there is insufficient capacity on existing sites to offer them 1-2-1 tuition or breakout space in all cases.
- 5.3.5 The model of a new specialist ASC facility offers a significant opportunity to improve local education and reinvest DSG money that currently flows out of the borough. In the short term however, it will involve significant investment from Trafford Council (capital costs are set out in section 7). Because of this it is vital that the education on offer is first class and offer parents and carers the reassurance they need to avoid challenges and tribunals in pursuit of out of borough specialist provision.

Recommendation: Executive is asked to approve in principle the creation of a new ASC provision for 11-18 year olds in Trafford and the submission of a capital bid to Department for Education to fund the development.

5.4 Realignment of Primary Special Schools into geographical hubs

- 5.4.1 A central principle underpinning the SEN review was to improve the supply of and access to local education for children and young people with SEN. The system proposed would comprise of generic primary special schools, each with specialist nursery provision and the ability to work with Trafford SENAS team in maximising parental choice by supporting children with additional needs in other settings. Each generic special primary school would cover a particular geographic area thereby improving community links and reducing the distances some of Trafford's more vulnerable learners have to travel.

- 5.4.2 Trafford's current primary special schools are designated according to specialism and children travel across the borough to access them according to their level of need. This has led to concerns about travel to learn times and availability of specialist provision for families within their localities.
- 5.4.3 Longford Park Special School which caters for social emotional and behavioural difficulties (SEBD) for 4-11 year olds is not considered part of this recommendation. Trafford recognises the need for separate SEBD provision at primary level and this should be maintained at Longford Park. There is growth in this need as a percentage of the total primary school age cohort and Longford Park has the space, skills and facilities to cater for this moving forward. Although it will need to expand by around 15 learners to accommodate cohort growth up to 2020, and review the capacity and delivery of the outreach and step out service it delivers, there is no requirement to change the overall function of the school.
- 5.4.4 Currently, Pictor and Delamere are funded at similar per learner rates despite Delamere having significantly higher proportion of learners with severe and profound and multiple learning difficulties (SLD and PMLD respectively). Redesignating the schools would allow them to maintain similar levels of funding on an equitable basis without disadvantaging one group of learners or destabilising the income of either school.
- 5.4.5 The cohort of learners accessing the two primary special schools involved stands at 170-180 at present. Early diagnosis, improvements in medical survivability rates and changes to the school age cohort means that this number is expected to rise by 15-20% over the next five years. A planning assumption of an additional 40 learners leaves scope to examine the need for a new primary special school to address demand.
- 5.4.6 The location of Pictor School (Timperley) and Delamere (Flixton) leaves children from the North of the borough a significant distance to travel to access specialist primary provision. Moreover a disproportionate number of the SEN cohort come from the communities in Trafford with higher levels of deprivation. The potential creation of a new primary special school in the north of the borough would offer a significant educational benefit to vulnerable learners from that area as well as adding to choice for parents. By offering suitable provision to a broad level of need the special schools will be able to serve, and thrive, more in their local community and be more accessible to parents and carers.
- 5.4.7 By operating on a geographical model each primary special school will be well placed to offer support to the mainstream schools both with and without small specialist classes. It will allow them to cement relationships with other mainstream primary schools from their catchment area. This will improve attainment for statemented learners in mainstream and offer an improved environment for learners from mainstream and special schools to interact.
- 5.4.8 Each primary special school will maintain a specialist nursery provision for learners with high levels of SEN. They will also offer places for and support assessment for 2-4 year olds from within their catchment area. This will be

done to compliment and deliver alongside the existing support for preschool settings already in place in CYPS. By doing this we will be able to increase the opportunities for vulnerable young children to access locally based specialist nursery facilities or assessments. It will also improve the support to pre-school settings in the PVI sector maintaining or improving parental choice.

5.4.9 It must be recognised that both Pictor School and Delamere School are graded as “outstanding” by Ofsted and both schools deliver an extremely good quality of education for which the borough is justly proud. Indeed the consultation revealed a reluctance to disturb provision at Pictor. Redesignating the schools to operate geographically and opening a further special school could have an impact during the transition and this would need to be managed carefully. It is also recognised that it will involve changes to the facilities of Pictor and Delamere as well as staff retraining or recruitment.

5.4.10 The move to a geographic primary special school model (Longford Park School aside) and the potential development of a new special primary school for the north of the borough would be a significant undertaking. A project team including all key stakeholders, not least the schools concerned, will need to develop a highly detailed transition plan and risk register to carry the recommendation forward. A cost projection can be found in section 6. Section 7 will outline the processes and timescales envisaged for the project.

Recommendation: Executive agree in principle to establish the proposed model of geographic specialist hubs for primary provision (2-11). Approval is sought to submit a capital bid to the Department for Education to fund the development of an additional primary special school in the north of the borough. In addition approval is requested to progress to statutory consultations as required once capital funding has been identified. Further reports will be brought to Executive following statutory consultations.

5.5 Relocation of the key stage 3 and key stage 4 pupil referral units (PRU's) onto the Woodsend site for 2013 and amalgamation into a single '11-16 PRU'

5.5.1 We recognise the importance of maintaining high quality education and facilities for those children and young people in Trafford who are not able to remain in mainstream education. By co-locating the existing key stage 3 and 4 PRU's onto the same site as the management of the home tuition service we will maximise the facilities and curriculum on offer to those young people while establishing a financially sustainable model for the future.

5.5.2 In April 2013 the management of PRU's will change significantly, with the existing local authority driven management committees being established as formal governing bodies. For the first time a budget will be allocated to the governing body. This means in essence that they will operate along the same lines as a maintained school with governors having the same financial and educational responsibilities. The current cost of PRU provision in Trafford combined with school's increasing freedom's to source alternative provision elsewhere mean Trafford's existing provision is vulnerable in the future.

- 5.5.3 Trafford's PRU's already operate on a federated model with a single management committee overseeing the three secondary phase PRU's. Co-location of the provision would allow efficiency savings in to be made in both management and capital costs which can be reinvested into improvements in facilities and provision quality. Moreover it would "future proof" the PRU's as far as possible allowing them to explore moves to a single DfE number and respond to requirements to move to Academy status as and when they arise.
- 5.5.4 The Woodsend site, although needing investment to improve existing facilities, is capable of keeping discrete provision for children at key stage 3 and 4 in that the site is already divided into two halves. Moreover there is significant land available to expand provision and facilities such as horticulture. Thus it will be possible to manage the site and use staff more efficiently than at present without the risks associated with younger and older groups of potentially volatile learners being combined.
- 5.5.5 The Woodsend site currently houses the home tuition service which includes an onsite provision to deliver education for learners who are unable to attend mainstream school for medical or other reasons and discharges the authorities obligations under section 19 of the 1996 Education Act. The management of the home tuition service will be incorporated into the 11-16 PRU under the new governance arrangements.
- 5.5.6 We recognise that those learners accessing the provision at Woodsend currently have significantly different needs to those learners who attend the other PRU's. To accommodate these learners Trafford CYPS will support the management and governors of the PRU's to develop alternative facilities either at Woodsend or off site through a partnership arrangement with Trafford school or other local stakeholder.
- 5.5.7 A number of CYPS Education staff are currently based at the Woodsend site. These comprise of members of School Improvement; Educational Psychology; SENAS; Governor Services and Early Years. There are discussions already underway to look to relocate these staff to either Sale Waterside or Trafford Town Hall as part of the broader programme of Trafford Council restructuring.
- 5.5.8 For 2013/14 it has been agreed that funding for the PRU's will remain at the same level as for 2012/13. Moving forward this will be established via an agreed funding formula in the same way that other maintained schools are funded, though substantively different in composition. It will be for the management and governors of the PRU to decide how best to allocate this funding to meet the needs of their cohort. For example, there is potential to develop with schools virtual classrooms and e learning which support home tuition better than at present. Trafford CYPS will work with and support the PRU as appropriate in these developments.
- 5.5.9 The associated risks from this recommendation are:
- All three secondary PRU's are currently graded "good" by OFSTED and such a change could potentially destabilise provision in the short term
 - The current Vulnerable PRU provision at Woodsend is highly regarded and work will need to be done to ensure that such best practice is not lost

- There is an investment cost from Trafford associated with this model, however there is scope to recoup much of this through the alternative development of the existing sites at Cherry Manor and the Flixton Centre
- Further examination of the public transport links onto the site will be needed
- There may be local reluctance to accept such a facility on the site.

5.5.10 A more comprehensive risk register will be developed as part of the project action plan if the recommendation is carried forward. The costs, timescales and planning process are set out in sections 6 and 7.

Recommendation: Approval is given to relocate the KS3 and KS4 PRU's onto the Woodsend site from September 2013.

5.6 Strategic development of Egerton Special School incorporating a redesignation from 11-16 to 11-18

5.6.1 The SEN review has highlighted a need to maintain and develop specific EBD provision within the borough. The cohort of learners with EBD has grown significantly since 2008 and there are currently 17 learners with a primary diagnosis of EBD educated outside of Trafford at a cost of over £1.1 million per year. Discussions with Longford Park and other primary schools indicate that the demand for local high quality EBD provision for 11-18 will increase over the next 5-10 years

5.6.2 The relaunch and expansion of Trafford's special school for 11-19 year olds with social emotional and behavioural difficulties (EBD) will improve the choice of provision on offer in the borough while recognising and addressing that improvements have to be made to the existing provision. The expansion of the school to include learners up to 18 will address a significant gap in Trafford's ability to meet its obligations under the raising of the participation age (RPA) agenda.

5.6.3 Of the 73 learners currently being educated at out of borough specialist providers, 17 have EBD, the majority of which could be provided for with suitable in borough specialist provision. High quality locally based provision is emotionally and educationally beneficial to this cohort of learners, increasing stability and accessibility into what are often unstable lives. The ability to offer an alternative to out of borough specialist providers also offers the opportunity to deliver significant financial benefits which can be used to further improve Trafford's specialist provision. Current spent for EBD at out of borough schools is over £1 million a year.

5.6.4 Egerton School has worked hard to continue to improve since coming out of 'special measures' in March 2012. This recommendation would build on the strategic vision already developed by the school. The key elements of this are to:

- relaunch the school on its existing site with a name change to recognise the new culture and quality of education.
- extend and improve the breadth of curriculum that the school offers

- expand the current funded places from 38 in 2013/14 to a more sustainable 60 for the site. This will offer scope to attract learners with SEBD from other boroughs
- develop provision for girls in the school
- extend education up to 19

5.6.5 It is recognised both by the school and CYPs that in order to support this vision to deliver its aims in a reasonable timescale specialist help may need to be sought, ideally from within Trafford's education community. This would involve a clear three way partnership approach, led by the local authority, to drive up quality and ensure the goals of the school were in line with the needs of the borough and were achieved. A formal process will be undertaken during the summer 2013 term to establish this partner.

5.6.6 A significant gap in Trafford's ability to deliver on its RPA obligation to provide suitable education or training to all young people up to 18 by 2015 will be filled with the extension of specialist provision at Egerton for 16 to 18. At present nearly 50% of the school's 2012 leavers are classified as not in education employment or training (NEET). Trafford College and local work based learning providers do provide opportunities for many of Egerton's leavers, however, they are not equipped to deal with many of Egerton's more challenging cohort of young people. Egerton's development will allow post 16 education and vocational pathways to be accessed by all learners with SEBD.

5.6.7 The associated risks with this model lie primarily in overcoming the existing reputation of the school and in being able to suitably improve the quality and breadth of the curriculum. If parents and carers cannot be convinced of the quality of education and support that the school can offer then we will have failed the young people with SEBD in Trafford and not addressed the out of borough provision expense.

5.6.8 It will be possible to begin the process of selecting a partner to support the development of the school during the Spring/Summer of 2013 with the move to having post 16 provision in place for September 2014. Section 7 sets out the proposed timescales and processes.

Recommendation: Executive approve in principle the extension of provision at Egerton School to include post-16 and move to formal consultation to redesignate the school. A further report will be presented to Executive following formal consultation.

5.7 Seek to establish a 40 place 11-19 virtual special school to support SEN provision in mainstream schools.

5.7.1 There is a shortage of resourced provision in secondary phase education within Trafford and a significant imbalance in the spread of statemented learners in secondary schools which places pressure on those schools that have significant proportions of statemented learners. Lostock College with 8.9% of cohort and Ashton on Mersey School with 6.9% are the borough's most inclusive secondary schools for SEN. Establishing a virtual special school whose learners are educated in discrete provision on mainstream school sites would broaden the choice available to parents and children in terms of SEN provision. It would also for better access to local provision.

- 5.7.2 The virtual special school would provide education and support for learners who are on the borderline between mainstream and special school in key stages 3 and 4. Learners would be on role at the special school but the school's provision would be delivered primarily or wholly within mainstream schools. The virtual school itself will have no classroom space. The advantage of this model is that more learners with SEN can access a full school curriculum and the facilities that a mainstream school has to offer. The model would involve discrete provision along the lines of current resourced and SSC type provision which will allow fluidity between mainstream and the more intensive support and security of a specialist provision.
- 5.7.3 There is significant scope to add value to the education of the cohort at the virtual school and Trafford's broader SEN community. This can be achieved in a number of key ways
- Improving integration and understanding between learners with SEN and the mainstream cohort
 - Local teaching schools have expressed interest in supporting the model and delivering specialist initial teacher training modules and ongoing teaching support modules through the virtual school
 - The virtual school can offer support to the "host" schools for their statemented learners and those at school action and school action plus
 - Via e-learning platforms and physical interaction the learners at the virtual school will be better placed to recognise themselves as part of larger community of learners while still benefiting from the advantages of a mainstream school.
- 5.7.4 The recommendation envisages that the virtual special school would operate out of three mainstream secondary schools initially, each covering a geographic area. Each host school would deliver to between 10 and 15 learners with one class at KS3 and another at KS4. They would be commissioned and funded to deliver education via a service level agreement the virtual school. This agreement will be based on the funding expectations around resourced provision as laid out in the 2013/14 DfE Funding Guidance.
- 5.7.5 It is important to recognise that the virtual school model is designed to complement and not replicate the current resourced provision (including small specialist classes) available in Trafford. The proposed virtual school model is aimed at learners who are currently at a level which is at or exceeds the current mainstream SEN bandings or who are at the more academically able end of the special school spectrum.
- 5.7.6 There is scope to extend the remit of the virtual special school to include primary age children (5-11). However, this does not form part of the initial recommendations.
- 5.7.7 Consultation feedback and discussion with local schools has revealed significant support for this model from Trafford school heads. They recognise that a virtual school would work to complement their existing SEN provision and bridge the gap to special schools. It also recognises the pressures and difficulties that schools face developing a fully inclusive model.

5.7.8 The model of establishing a virtual special school is both innovative and daring. Despite significant support from within Trafford's school leadership there are risks and reservations. These derive primarily due to the nature of the model and we will need to work with the Department for Education to ensure their support for the model.

5.7.9 We will work with the DfE and potential sponsors to deliver the virtual school model by September 2014. The processes and timescales are explained in section 7 below. The implementation of this model though may be constrained by DfE timescales on new schools.

Recommendation: Executive approve the principle of establishing a virtual special school in Trafford as described. A pilot is established during the 2013-14 academic year with a more detailed proposal presented to Executive following evaluation of the pilot.

6.0 Financial Implications

6.1 Indicative capital costs for each of the recommendations are set out in the table below. (It is also attached as annex 2 for easier reading)

PROJECT TITLE	Capital Oulay	Anticipated Budget Stream	Potential Capital Recoupment	Source of recoupment	Annual opportunity Cost/Benefit	Reasoning
Trafford College 19-25 Special learning and independent living centre		costs incurred as part of Trafford College redevelopment or via DfE Free Schools budget	0	N/A	£300 000	This is the anticipated value of place funding currently funding ISP places that will be redirected per year into Trafford
Project 1: Relocation and redesignation of Brentwood	£1 500 000	School Capital	£500 000	Potential redevelopment of existing site	£400 000+	This is the anticipated value of place funding currently funding ISP places that will be redirected per year into Trafford
Project 2: ASC Provision	£750 000	DfE Free School/Academy funding or School Capital	0	n/a	£1-1.5m	50% of current to projected anticipated value of place funding for OOB provision
Project 3: New special primary and redesignation of existing primary special schools	£6 500 000	School Capital	0	N/A	0	N/A
Project 4: Relocation of PRU's	£250 000	School Capital	£250-300 000	Sale or redevelopment of Flixton Centre, current KS4 PRU site	0	Efficiency savings will be encompassed within the transfer of budget responsibilities for PRU's to new governance arrangements from April 2013
Project 5: Strategic Development of Egerton	0	N/A	0	0	£500 000	50% of current to projected anticipated value of place funding for OOB provision
Project 6: Establishment of Virtual School	£200 000	DfE Free School/Academy funding or School Capital	0	N/A	£190 000	Based on savings from supporting mainstream provision as an alternative to special schools, plus new provision for high achieving ASC reducing reliance on OOB for this cohort.
TOTAL	£9.2 million		£750-800 000		£2.4 - 2.9 million	

6.2 The Capital costs and potential recoupments set out in the table are indicative at this stage as there are many variables which could affect them. These include the availability of preferred sites, access to DfE capital grants and new build versus conversion costs. Detailed costings will be produced and monitored as part of each project plan. At this stage the total estimated investment is £9.2m and this will be financed as follows:-

- Projects 1, 2, 4 and 6 (£2.7m) – can be financed by basic need capital grant allocations for 2013/14 and 2014/15 which have recently been announced, in the event that further bids to DfE are unsuccessful. A review of pupil numbers and availability is currently being undertaken but it is estimated that these projects can be met from this grant. The estimated value of surplus property is approximately £750k but at this stage has not been included in the resource quantum as it is not Council policy to ring-fence capital receipts and secondly the assets have not been declared surplus to service requirements.

- Project 3 – A number of financing solutions are currently being considered for example the availability of external capital grants and the scope for prudential borrowing where debt financing costs are supported by savings in DSG and also any surplus DSG in consultation with the schools funding forum. A further report will be presented to Executive as resourcing options become clearer.
- 6.3 The “annual opportunity cost” column shows the projected amount of revenue funding each year that would be reinvested into Trafford schools and colleges. Currently these revenue funds cover placements in OOB specialist schools and colleges such as Bridge College and Wargrave. These funds come from the DSG and as such do not represent a potential saving for Trafford Council. Rather this is an opportunity to support the development of high quality, appropriate, accessible, locally based provision. This will prevent some of our most vulnerable children and young people travelling across the North West for many hours a week to access OOB providers. As well as the cost travelling time has a negative impact on their ability to engage with education as well as the issue of taking children/young people out of their local community.
- 6.4 There will always be a requirement for children and young people with extremely complex and specific learning needs to be able to access highly specialised provision which may be located outside of Trafford particularly in independent schools and colleges. The SEN review has recognised this fact and welcomes the additional choice and provision they provide. As such, the costings in the table in 6.1 take into account that for a small proportion of Trafford learners with SEND independent special providers will remain the right place to meet their education needs.
- 6.5 The current revenue spend from the DSG on OOB provision in specialist providers exceeds £4m a year. This is almost exclusively spent on children and young people in the secondary and tertiary phases of their education. This places a considerable pressure on the high needs block of the DSG, arguably at the cost of improving early interventions. With places in maintained schools, particularly at post 19, around half to 2/3 the cost of independent provision it is anticipated that revenue can be reinvested to improve locally based provision and to invest in support the strong demand for early intervention. This is in line with Trafford Council stated objectives around stronger communities.

7.0 Implementation process and timeline

- 7.1 The recommendations set out in section five form the key project strands in the transformation programme that is the outcome of the SEN review. Trafford CYPS will manage the transformation programme via group involving key stakeholders and professionals.
- 7.2 Each project within the programme will have its own stakeholder management group which will be responsible for drawing up and managing the project action plan; equality impact assessment and risk register

- 7.3 There are differing requirements and timescales for the implementation of each of the recommendations set out in section five. Although each recommendation will have its own project timeline established in detail as it moves forward, broadly the timescales envisaged are for each new provision to be in place for **September 2014**.
- 7.4 Each of the recommendations, with the exception of the PRU relocation, will require a period of statutory consultation on the proposals to be undertaken. The procedure for this is:
- Formal consultation phase of not less than six weeks
 - Publication of notices formally proposing the changes to schools
 - Representation period of not less than six weeks where representations can be made to the formal proposals
 - Final decisions taken in light of representations made
 - Implementation of changes
- 7.5 There are three exceptions the timescales set out in 7.3.
- **Relocating of the PRU's can be in place for September 2013** as the site and facilities are already largely in place. Given the requirement to consult with the staff affected this is a challenging but possible timescale.
 - **Establishing a new special primary school in the North of the borough could not be accomplished before September 2016.** The key reasons for this are; the need to identify a suitable site; cohort demand; and the availability of funds.
 - **Trafford College 19-25 Special Provision.** This is an element in a broader strategic development of Trafford College and the timescales may be effected by other factors within the development plan
- 7.6 Outside of the recommendations set out in this paper the SEN review's transformation programme will include other related projects which are as follows:
- The SEN policy held by Trafford Council will need to be redrafted to incorporate the significant legislative and funding changes that have impacted on SEN support and provision. These include the "Support and Aspiration" Green paper and moves towards Education Health and Care plans as well as the transfer to local authorities of responsibility for 19-25 provision for learners with SEND. As a policy change, this will form a separate briefing to the Executive.
 - Commissioning and working arrangements particularly between education support and NHS need to be improved and made more robust. Currently there is a lack of clarity in expectations between education staff, school staff and NHS staff and clear delivery models need to be put in place with service level agreements (SLA's) reflecting the educational needs of the children/young people. A project will be implemented to examine how roles can be made more responsive to need through more robust commissioning arrangements.

- It is recognised that small specialist class provision and potential resourced provision in the borough needs to be sited and suitable to meet need. This may involve some relocating of small specialist classes, or other alterations to suit demand. In the first instance development of required discrete provision at secondary level and bringing all discrete provision at primary level within the new funding methodology are priorities. This work will need to be undertaken irrespective of the successful development of the virtual model outlined in section 5.6.
- As the consultation document sets out, over the next 7 years Trafford can expect cohort growth of 15-20% for the SEN cohort. This growth will be replicated in a demand for both resourced provision places and for special school places. Indeed soft intelligence from heads and professionals suggests that the majority of the growth is at the higher needs end. Therefore over and above the recommendation set out in section 5 Trafford should plan for natural growth within the SEN sector. In particular Manor High school and Longford Park School will both need plans in place to allow for an increase in size from 136-160 and from 56-70 respectively. This natural growth can be accommodated on their current sites and is not symbolic of a strategic shift.

8.0 Other Options

- 8.1 **Retain existing model of provision:** This option has not been recommended as it would not enable us to meet the projected increase in capacity required or the key objective of ensuring access to high quality provision for children and young people within their communities. The changes proposed are based on a vision of future SEN provision underpinned by a set of key principles that cannot be achieved by the current model.
- 8.2 A full range of potential options for change were set out in the initial consultation document attached as Annexe 1. Following consultation the recommendations were developed and other options discounted based on feedback, financial risk, legal requirements, projected numbers and interdependencies between options.

9.0 Reasons for Recommendation

- 9.1 The recommendations in Section 5 of the report put forward to meet our future vision of provision in Trafford for children and young people with special educational needs. They are based on;
- Scope of the review (Section 1.1)
 - Review objectives (Section 1.7)
 - Legal Framework (Section 2)
 - Consultation Feedback (Section 4)
 - Projections for future demand (Consultation document Annexe 1)

10.0 Consultation

10.1 Public consultation activity has been undertaken and has provided the opportunity to consider a range of options. These challenges have been considered in relation to the recommendations set out and can be mitigated by the actions recommended. Information on the consultation process and feedback received is provided in Section 4 of the report.

Key Decision

This is a key decision currently on the Forward Plan: Yes

Finance Officer Clearance *(type in initials)....GB...*

Legal Officer Clearance *(type in initials)....JL.....*

CORPORATE DIRECTOR'S SIGNATURE *(electronic)*



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.



TRAFFORD
COUNCIL

Trafford Council Review of Special Educational Needs Provision

INFORMAL CONSULTATION ON OPTIONS

12/11/2012

FOREWORD

Trafford has an enviable reputation for high quality education. In terms of achievement we rank as the best borough in the North West and one of the best in England for both GCSE and A' level results and our schools are well placed to excel in delivering the new English Baccalaureate qualifications. A significant number of our schools are graded as "outstanding" by Ofsted. Our borough also has an "outstanding" further education college successfully delivering a range of post 16 qualifications.

This success has been achieved due to outstanding and dynamic leadership within our schools and colleges supported by Trafford Council and a history of partnership working and community right across the borough. This includes outstanding special schools providing high quality educational opportunities for children with special education needs (SEN). 4 of the 6 Special Schools in Trafford are currently rated as "outstanding" so we have a very strong foundation for this review

Despite this we still send too many of our most vulnerable young people outside the borough to access specialist education. Capacity issues, gaps in provision for some groups, and quality of provision in some specific areas all play a part. It is also a concern that learners with statements of special educational need are the only major group of learners in Trafford who do not achieve above average when compared to their peers.

We believe that all children and young people in Trafford with special educational needs are entitled to have the same access to high quality locally based educational choices as their peers and should wherever possible receive their education in Trafford. This review is an opportunity to reinvest funding currently spent outside of Trafford in the right provision for our borough and ensure that it is locally based and responsive to need. The current review of SEN provision will set out a vision of how we can achieve this over the coming years taking into account projected demand.

This consultation is essential in helping to shape the options and opportunities we have before us. To do this we welcome your input as heads, parents, children and young people, stakeholders and members of the Trafford community and we look forward to working with you in the future to raise accessibility and achievement for all our vulnerable learners.



Deborah Brownlee
Corporate Director Children and Young People's Service

SECTION 1: ENGAGING OUR COMMUNITY – HAVE YOUR SAY ON THE FUTURE OF SPECIAL EDUCATIONAL NEEDS PROVISION

About this document

This document has been produced by Trafford Council to support an informal, non-statutory consultation process with schools, parents, young people, school governors, the broader local community and all key stakeholders. It seeks the views of all interested parties in the reshaping of special educational needs (SEN) provision in special schools and mainstream settings across the borough.

Over the last six months there have been a series of briefings, meetings and workshops with stakeholders to gain input and offer views on how we can deliver better outcomes for learners with special educational needs in the borough. The council has also undertaken a comprehensive data analysis and examined some best practice models in other local authorities. This paper draws together that work into a series of options around the various areas of SEN provision. The options seek to address the issues facing SEN provision in the borough now and in the foreseeable future.

At this stage the options being put forward are intentionally broad. It is possible that some options may be remodelled to incorporate elements from others, key options identified and other options may simply be rejected. Through a broad and genuine consultation with stakeholders and the community we hope to refine the options put forward into a clear vision for SEN provision in Trafford. This may require formal consultations in the future which will follow a more detailed evaluation of proposals and provide further opportunities to engage. As part of the consultation we also want to get an indication from schools if they would like to have a role in establishing new partnership arrangements or being commissioned to deliver aspects of provision.

This is a genuine consultation and we encourage everyone to respond. Informal consultation is an important stage in developing proposals and, in particular, allows the Local Authority the opportunity to consider and respond to parental representations and for SEN providers to set out their views. The consultation will run for 90 days from the 12th November 2012. To assist us in capturing your views the options are accompanied by a series of questions at the foot of each section.

Details of how you can respond to this consultation may be found at the end of this document.

Accessibility

Trafford Council information is also available on request in audio, braille, large print and other languages. If you would like a copy of this document in a different format or another language, please email us at SENreview@trafford.gov.uk

SECTION 2: BACKGROUND

Why are we undertaking this consultation?

We want our provision for learners with special educational needs (SEN) within the borough to be of the highest quality. We already know that many of our schools, including our special schools, serve their learners well and are extremely highly regarded. However, there have been a number of factors that have determined that now is the right time to undertake a broad review of SEN provision.

The Green paper "*Support and aspiration: a new approach to special educational needs and disability*" and the *Next Steps* documents set out the plans for radically reforming the current system for identifying, assessing and supporting children and young people who are disabled or have SEN and their families. Trafford is one of 22 national "pathfinder" authorities who are working with the Department for Education (DfE) to assess how this is best done. The review of SEN in Trafford is complementary to this work and will ensure that provision and support meet our future statutory obligations.

In April 2013 the DfE is proposing some significant funding changes for special school and SEN mainstream provision. The new model will part fund places and leave the LA as the lead commissioner to top up place funding. These funding changes also affect the financial management arrangements of pupil referral units by bringing them in line with other types of specialist education providers.

Earlier this year Charlie Taylor reported back on the future of alternative provision (AP) and pupil referral units. In *Improving Alternative Provision* Taylor sets out a view of how AP will look in the future and clearly ties driving up outcomes in AP settings with the new funding methodology and the current DfE pilot on exclusions.

Recent funding and statutory changes, including the transfer of post 16 funding from the Education Funding Agency to local authorities; local authority requirements to ensure education is available for learners with SEN up to 25; and raising the participation age mean that now is the right time to assess our provision needs and how best we can meet local need.

Analysis of placements of children and young people out of borough (OOB) suggests that there is scope for further improving the quality of local provision allowing more children and young people to be educated closer to home. This would free up resources to be reinvested in education locally and improve outcomes by sustaining young people in their own communities. Similarly there are identifiable gaps in the availability of local provision and the review will seek ways to address these gaps.

Given all of the above now is the right time to ensure that our support services are as efficient and effective as they can be. Examination of this should include:

- the future direction of residential provision
- outreach support
- innovation in supporting learners with SEN and disabilities
- more integrated working by support services

SECTION 3: PRINCIPLES AND OBJECTIVES

The SEN review in Trafford has been set up to deliver a set of clear and complementary objectives. These state in broad terms what the review is aiming to achieve.

Understanding of need

Central to the success of the review and any changes that it recommends is a clear understanding of the cohort of learners and the types of support and provision that they require. By increasing our understanding of the cohort we will be able to establish what the barriers are to accessing high quality provision and seek to address those barriers.

Reinvestment

The review and the options set out below are not a cost saving exercise. The principle objective is to allow money currently leaving the borough through out of borough (OOB) spending to be reinvested towards improving our local offer.

Increasing availability and choice

We must facilitate greater access to high quality locally based provision that meets the needs of current and future children with SEN. This will reduce the need to use independent, out of borough provision.

Innovation

Trafford's unique integrated Children and Young People's Service (CYPS) model offers opportunities to be inventive in maximising the benefits of combined service delivery. With the new Education Health and Care (EHC) plans on the horizon there is a need to move to establish holistic support packages based around local provision.

In order to achieve these objectives The SEN review has been guided by the principles set out below. These have been derived from the guidance in the green paper *Support and Aspiration: A new approach to special educational needs and disabilities* and coupled with Trafford Council's corporate priorities.

Inclusion- we believe that all learners with SEN and disabilities (SEND) have the right to access mainstream education whenever possible.

Community- Trafford should be able to educate all its children and young people within the borough. All children and young people should be able to access high quality education close to home.

Excellence- as a borough Trafford has a deserved reputation for the high quality of its schools and colleges. The same excellence in teaching and outcomes that mainstream learners enjoy should be available for statemented learners.

Choice- wherever practicable parents and young people should be able to choose the type of provision they consider right for them.

Sustainability- individual schools should be appropriate and sustainable in size and type of provision in order to meet the current and future needs of children in the community in which they serve.

Involvement- parents and families should be provided with clear information about the range of provision available. Furthermore young people, parents and carers must always be involved in decisions about specialist provision.

Cost effectiveness – It is vital to make the best possible use of resources and to maximise efficiencies in service delivery and commissioning.

SECTION 4: CURRENT SEN PROVISION FOR TRAFFORD CHILDREN AND YOUNG PEOPLE

There are 1257 learners in living in Trafford who have a statement of special educational need. These are distributed across a wide range of maintained special and mainstream schools, academies, and out of borough providers, both maintained and independent. The number of statements being issued by the authority is on an increasing trajectory year on year:

Fig 1 Statements by year in GM

GM LA	2008		2009		2010		2011		2012		
	Cohort	SSEN	Cohort	SSEN	Cohort	SSEN	Cohort	SSEN	Cohort	SSEN	%
Bolton	48,488	1,238	48,216	1,157	48,093	1,142	48,228	1,120	48,668	1,177	2.4
Bury	30,116	928	30,084	950	30,025	977	29,910	967	30,108	1,021	3.4
Manchester	72,137	2,121	71,732	2,045	72,423	1,970	73,960	1,967	75,879	1,996	2.6
Oldham	41,502	868	41,456	888	41,417	981	41,200	1,034	41,613	1,093	2.6
Rochdale	33,868	1,100	33,606	1,123	33,461	1,123	33,254	1,111	33,163	1,110	3.3
Salford	33,936	927	33,820	991	33,652	953	34,081	1,009	34,818	977	2.8
Stockport	43,897	1,540	43,277	1,572	43,088	1,440	43,259	1,515	43,398	1,523	3.5
Tameside	35,492	799	35,043	757	34,737	676	34,623	636	34,483	603	1.7
Trafford	38,210	925	38,471	959	38,751	1,119	39,016	1,165	39,670	1,257	3.2
Wigan	46,524	1,426	45,672	1,364	45,399	1,307	45,144	1,242	44,987	1,240	2.8

The number of statements issued also falls across a broad distribution of years as is shown in fig 2

Fig 2 Number of statements issued by year comparison

Year	Number of Statements issued 2011	Number of statements issued 2009
Reception	10	12
year1	34	26
year2	14	13
year3	14	9
year4	21	14
year5	17	13
year6	12	14
year7	16	16
year8	11	15
year9	6	7
year10	8	2
year11	11	2
TOTAL	174	143

The following tables show the distribution of learners with SEN with additional details provided for the special school sector. The numbers shown in tables 3-6 are to total

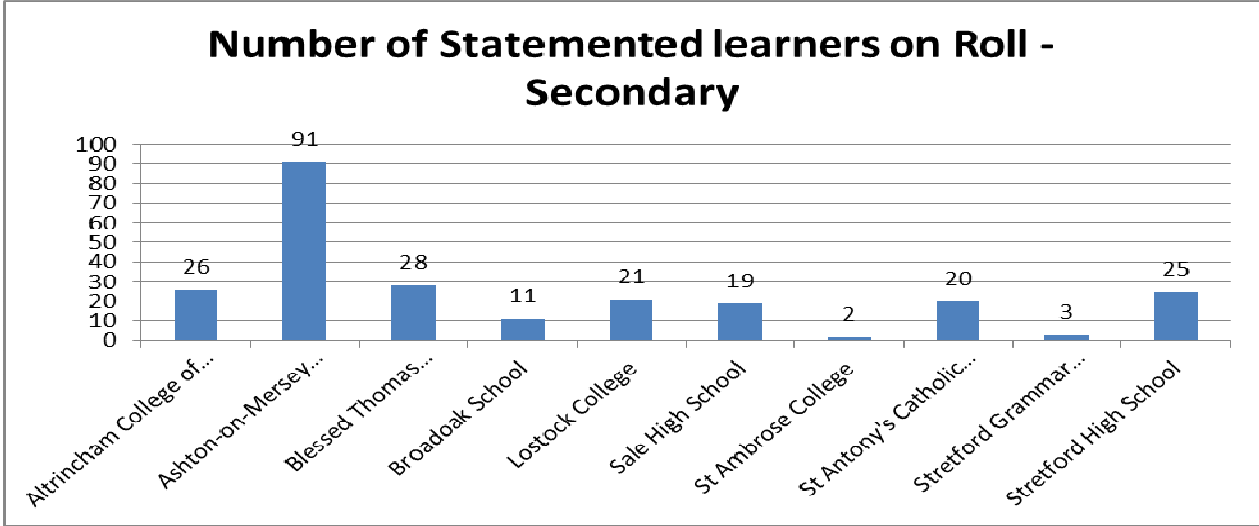
for that school. They are not all necessarily Trafford children and young people and include those enrolled at the school from other boroughs.

Fig 3: Summary of maintained special school places in Trafford

School	SEN classification	Funded places 2012/13	Current Ofsted Grading
Longford Park Primary Special School	EBD KS1&2 provision TOTAL	56 17 73	Outstanding
Pictor Primary Special School	SCDD ASD TOTAL	56 54 110	Outstanding
Pictor Nursery	Nursery provision	19	
Delamere Primary Special School	PMLD SLD ASD TOTAL	28.2 18.8 18 65	Outstanding
Delamere Nursery	Nursery provision	13	
Brentwood School	SLD AP/ASD PMLD TOTAL	46 24 30 100	Outstanding
Manor High School	MLD EBD AP/ASD TOTAL	75 37 24 136	Good
Egerton School	EBD TOTAL	42 42	Satisfactory

Source: Trafford current funded places 2012/13

Fig 4: Stated Learners on Roll in Trafford Secondary Schools

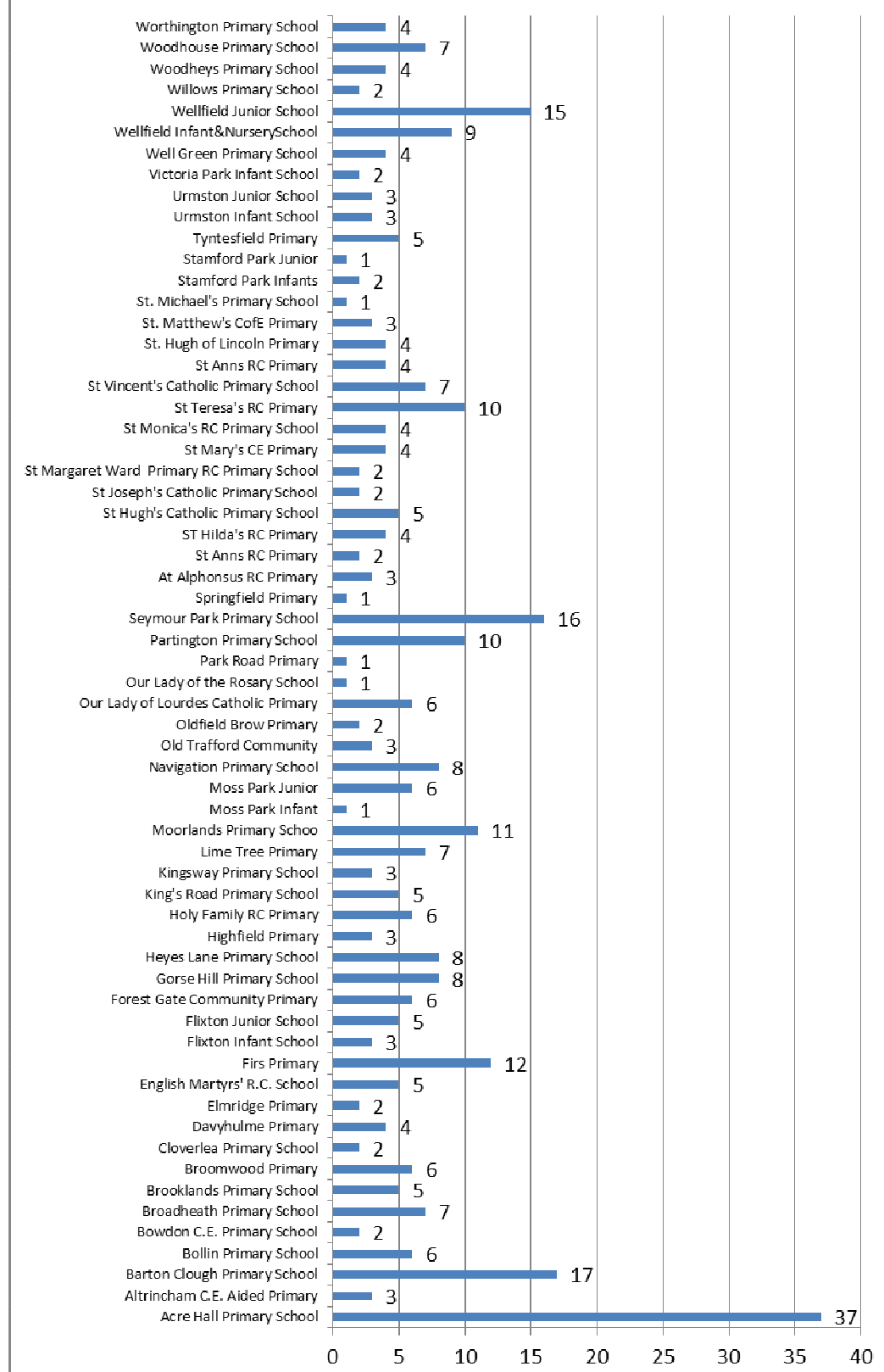


Source: 2012 school census return

Schools which are not shown in the table in figures 4 and 5 did not have any stated learners on roll at the time of the 2012 school census.

Fig 5: Stated Learners on Roll in Trafford Primary Schools

Statemented Learners on Roll



Within mainstream schools there are a number of specialist settings delivering provision for learners with SEN. The majority of these are in small specialist classes (SSC's) in the primary sector. The exception is a single class of resourced provision provided by Altrincham College of Arts. The distribution of SSC's is shown in fig 6. (These numbers are included in the SEN learners on roll shown above).

Fig 6: SSC and Resourced provision in Trafford

School	number of places
Firs Primary School	10
Wellfield Infant	8
Wellfield Junior	8
Moorlands Junior	16
Acre Hall Primary School	30
Barton Clough	20
Altrincham College of Arts	8
Partington PIPS	16

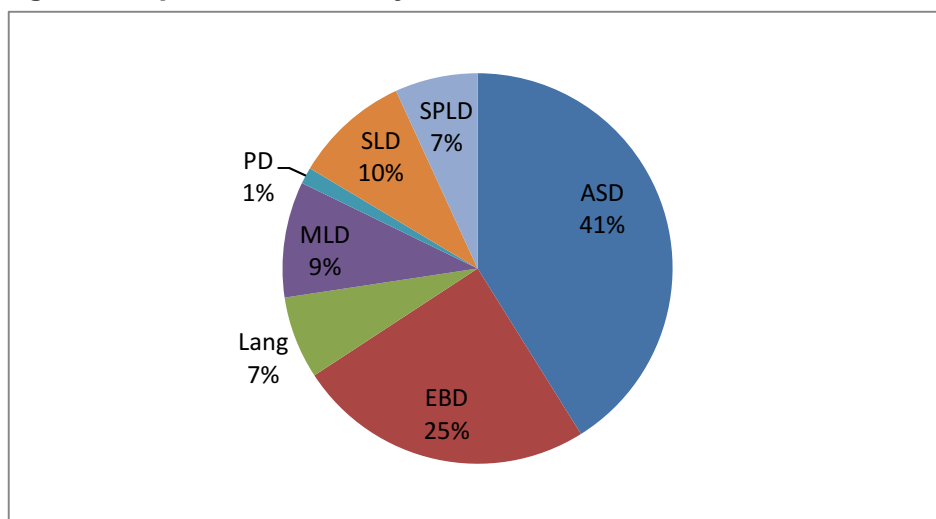
Source: Trafford Council place funding 2012/13

In Partington the SSC provision for the area is run as a partnership for the schools in the area and based at Partington Primary. This is referred to as Partington PIPS (Partington Inclusion Peripatetic Service)

OUT OF BOROUGH

In addition to those learners educated within Trafford there are a significant number who leave the borough for their education. These are either at maintained schools in neighbouring authorities, as a result of parental choice, or accessing independent specialist provision. As the numbers of learners at each individual institution is quite small these have been broken down by type of SEN accessing education outside the borough, or by Local Authority, rather than by institution.

Fig 7: Independent OOB by SEN classification %



Source: Trafford Council SEN funding 2012

A key to SEN classifications can be found at the end of this section.

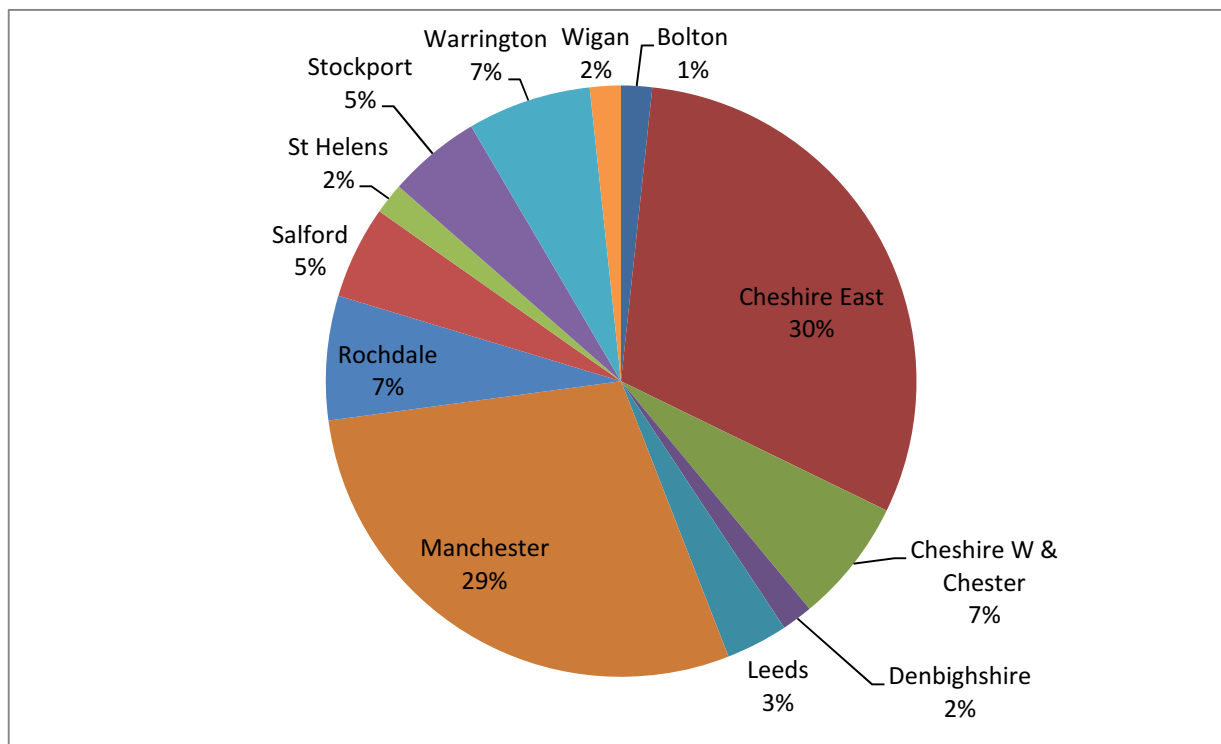
Fig 8: Number accessing independent OOB provision by SEN classification

TYPE OF NEED	Number
ASD	30
EBD	18
Lang	5

MLD	7
PD	1
SLD	7
SPLD	5

In mainstream schools based in neighbouring boroughs the numbers distribution is shown in fig 9. The main focal points are Cheshire East and Manchester. This is predominantly due to learners traveling to Knutsford High in Cheshire east, although the learners going to Manchester are distributed across a number of schools.

Fig 9: Distribution of statemented learners enrolled in neighbouring boroughs



Source: Trafford Council SEN funding 2011/12

POST 19 PROVISION

Post 19 SEN provision in Trafford has been delivered via Trafford College and a number of independent specialist providers (David Lewis, Bridge College etc.). Learners typically engage in a three year learning programme at an independent specialist provider (ISP) and then return to the borough and are engaged through either Trafford College or alternative Adult Services support. On average there has been between 25-30 Trafford resident 19-25 year olds at ISP's at any one time. These are almost universally from Brentwood School or OOB independent schools.

Over the last two years Trafford Council has been working with Trafford College on developments to its SEN provision for 19-25 year olds. These developments are being included within the review to ensure that they develop alongside the broader changes that might take place.

SCHOOL ACTION

It is worth noting that learners who receive a statement of SEN are only a proportion of the children and young people in the borough who have special educational needs. A system of enhanced educational support exists prior to the formal statementing stage called School Action (SA) or where additional interventions short

of a statement are required, School Action Plus (SA+). The majority of learners with SEN are at the SA or SA+ stage. Fig 10 shows this distribution of children and young people by year and stage of enhanced support they are at.

Fig 10: 2011/12 Trafford schools SEN provision by academic year

Count of SEN provision NCyearActual	SEN provision			Grand Total
	School Action	School Action Plus	Statement	
Nursery	19	55	20	94
Reception	79	71	50	200
1	150	107	57	314
2	232	141	60	433
3	277	146	84	507
4	248	160	82	490
5	226	179	89	494
6	244	200	100	544
7	162	85	98	345
8	131	83	91	305
9	162	112	93	367
10	173	105	106	384
11	154	130	79	363
12	21	6	25	52
13	11	3	18	32
14			9	9
Grand Total	2289	1583	1061	4933

Source: 2012 School Census

Key to SEN classifications

ASD/ASC	Autistic spectrum disorder/condition
EBD	Emotional, behavioural difficulties
PMLD	Profound and multiple learning difficulties
SLD	Severe learning difficulties
MLD	Moderate learning difficulties
SPLD	Specific learning difficulties
PD	Physical disability

SECTION 5: ISSUES HIGHLIGHTED FROM DATA ANALYSIS

There has been a substantial data gathering and analysis exercise undertaken as part of the review to date. It would distract from the purpose of this document to include all of the available datasets. The following section contains the key issues and highlights that the analysis has revealed.

For anyone who is interested to view the data source documents and analysis, a link to the document is available at www.trafford.gov.uk or a copy can be requested by emailing SENreview@trafford.gov.uk.

This section should not be considered in isolation. Many of the issues highlighted here are linked to details set out in section 4 above, or to the statutory changes as referred to in sections 2 and 3. Other issues outlined here are a result of earlier meetings and consultation undertaken by the review.

- Spend on out of borough places for learners on the autistic spectrum is approximately £2m per year and this classification makes up a considerable percentage of the borough's overall out of borough provision.
- There is a shortage of specialist nursery places available in Trafford maintained schools and a strong demand for specialist nursery places across the borough. This demand is projected to increase as the numbers in the borough aged 0-4 increases and medical advances improve survival rates.
- Over the next decade the school cohort (children of compulsory school age) is set to increase. The Office of National Statistics predicts a 13% increase in primary age children in the North West by 2015. In 2012 Trafford had 1257 of its resident children and young people with a SSEN. The percentage of the cohort in receipt of a statement has been rising for the last five years. **If the ONS cohort predictions for the North West are replicated in Trafford and the trends in statementing in the borough continue, then by 2020 Trafford will have 2062 SSEN or EHC plan equivalents.**
- Brentwood and Manor are operating at capacity or beyond. If demand for places continues at the current rate then both schools will be operating beyond capacity by 2015. Indeed Brentwood is already operating at capacity. In 2015, anticipated numbers on roll at Brentwood would be circa 120 places with Manor at over 150.
- Achievement of 5 A*-C GCSE for Trafford children and young people with a statement is below national average – the only subset of the cohort for whom this is true. This is perhaps the most unexpected statistic that the review has revealed. It is unexpected for three reasons. Firstly the percentage of the Trafford cohort with a statement is slightly below national average. Secondly Trafford is broadly in line with the norm for the percentage of its cohort who attend special schools at KS3 and 4. Finally, overall, Trafford has exceptionally highly achieving schools, the majority of whom are considered “outstanding” by Ofsted.

- A similar picture is gleaned when looking at levels of progress. At KS2 Attainment for learners with a statement achieving 2 or more levels of progress (FFT) is at or below national average. By contrast learners at KS2 without statements achieve significantly above national average.
- Achievement levels are also not the same for the overall SEN cohort. For example, at KS4 attainment at SA and SA+ is above regional average at 27% attainment to 21% respectively but statemented learners are below, at 6.9% to 8.2% respectively.
- Within secondary mainstream schools there are significant variations in the numbers of statemented learners taken by each school, both in numbers and as a percentage of the cohort. Ashton on Mersey School in particular has developed a well-deserved reputation for the quality of its SEN provision and they now have 97 statemented learners attending the school. It is important that a broader range of inclusive secondary mainstream places are available to young people with SEN.
- From April 2013, Pupil Referral Units (PRU's) will be responsible for their own budgets and their current governance structure will be reformed to replicate that of other schools. In addition the school exclusions pilot will have a significant potential impact on the relationship schools have with PRU's and other alternative provision providers. These are national changes which are being addressed by all local authorities.
- We need to consider further if our provision for emotional and behavioural difficulties (EBD) is able to respond to current and projected demand. Key issues are:
 - The secondary specialist school for EBD is improving the quality of its provision, but its historical image means that some parents are reluctant for their children to attend.
 - The EBD cohort is growing as a percentage of the SEN cohort. Overall cohort growth will see larger numbers still of learners who need to access EBD type provision.
 - Out of borough spend on EBD provision was £1.15 million in 2012

SECTION 6: OPTIONS AND PROPOSALS FOR CONSULTATION

This section sets out a number of options for the shape of future provision in Trafford. It is important to stress that these options are not to be seen as fixed. It is very possible that the consultation process will take aspects from more than one option within any subheading, or indeed a wholly new proposal may emerge.

Moreover, the options as laid out are not complementary. Each section is self-contained and option 1 from the early years and primary section is not linked in any way to option 1 from any other section.

Early Years and Primary phase

The data analysis indicates that there is no requirement to commission an additional special primary school. The increase in primary places could be accommodated by existing capacity and enhanced use of Small Specialist Classes (SSC). However this is not true of the nursery sector where there is an issue with our current capacity to meet demand for locally based and specialist provision.

In order to ensure that children have access to the most appropriate school and that resources are most efficiently allocated the review will put forward four options for public consultation.

Option 1

To have a single assessment nursery that operates as a borough wide provision for specialist nursery provision.

Possible Benefits:

- this option will allow a concentration of expertise and resources for specialist nursery provision.
- it creates positive appropriate progression routes

Possible Challenges:

- increased travel for young and vulnerable children impacting on outcomes and cost
- reduction in parental choice

Option 2

Trafford Council to commission specialist nursery places within a number of mainstream nursery settings which would open up access to the private, voluntary and independent (PVI) sector. This could work via an open tendering process or through identified strategic partner nursery providers.

Possible Benefits:

- locally based provision for young and vulnerable children
- better community links
- cost effective provision

Possible Challenges:

- disruption and dilution of specialist nursery nurses and provision
- possible lack of interest in more high needs provision from the PVI sector

Option 3

To realign the primary special schools to become geographic hubs. There would be two hubs, with one covering the South and East of the Borough and another serving the North and West. Both schools would offer provision for MLD, SLD, SCDD, PMLD, ASD and work together to train and support staff.

Possible Benefits:

- allows each school to develop closer community links and operate as a focal point and knowledge hub for mainstream special provision in its vicinity
- reduces travel time for children and parents
- fits more closely with any cluster model adopted

Possible Challenges:

- dilutes specialism and specialist facilities
- potential investment requirement for adjusting cohort sizes

Option 4

Provision for primary and early years remains as it is. Both schools supported to develop closer partnerships with mainstream primary phase schools- particularly those who have small specialist classes. Such informal and formal partnerships fostered under a principle of inclusion and learner community whenever and wherever possible.

Possible Benefits:

- least disruptive model
- maintains a concentration of specialisation

Possible Challenges:

- fails to address current pressures
- does not address issues around locally based provision
- schools may not have as close a relationships with parents due to proximity

QU 1: Which of the proposed options of primary and early years provision best meets the needs of the borough?

QU 2: Are there any alternative models of nursery and primary provision for children with SEN which you feel would better meet needs?

Emotional and Behavioural Difficulties (EBD) and Alternative Provision (AP)

There are a number of issues facing this sector, some of which are peculiar to Trafford and some of which are reflective of national challenges and legislative changes.

The review has considered both EBD and AP together for the following reasons:

- Over 79% of young people who access alternative provision either have or will be assessed as having SEN due to emotional and behavioural difficulties.
- Young people in Pupil Referral Units (PRU's) are over twice as likely as their peers to be entitled to free school meals.
- EBD assessment in both cohorts can mask or is accompanied by other issues and needs.
- As a result of the above there is a significant overlap in the specialist teaching staff, pastoral support and additional support services that these young people need.
- A combined perspective and model operates already successfully in other boroughs and at KS1 and KS2 in Trafford.

There are no proposals currently to change the intake or remit of primary phase EBD and PRU provision. Trafford will continue to operate an EBD school for KS1 and 2 and to offer alternative provision and step out programmes within the school. The review, however, does recognise that changes to alternative provision set out by Taylor (2012) will affect both the nature of the provision and the commissioning arrangements.

Option 1

The three secondary phase PRU's and the EBD special school combined into a single EBD and AP hub for Trafford. This could operate from either a single site with discrete provision units or from more than one site. The hub would contain on-site support services for young people and facilitate AP contracts for the borough's mainstream schools. The local authority will put provision for section 19 learners (those children and young people who do not attend school for medical reasons) out to tender.

Possible Benefits:

- single site for staff expertise, specialist facilities and support services – efficient resource allocation
- frees up currently used estate for alternative uses to address borough needs
- addresses pressure points in the borough around placements: particularly at KS4
- potential to reduce current need to source out of borough provision for more challenging young people with EBD

Possible Challenges:

- due to recent legislative changes concerning the establishment of new schools, the proposed structure would have to be an academy for which there may be no prospective interested parties
- risk of part of the cohort engaged in PRU's becoming further disengaged and impact on reintegration

- risk of increase in out of borough provision of school/AP if there is not engagement with most challenging young people

Option 2

Maintain the separation between AP and the special school cohorts but reconfigure the PRU's to reflect the direction of travel laid out in the Taylor report (2012). This may take the shape of an Alternative Provision academy which has significant governing presence from the borough's mainstream schools and the key commissioners. Work will need to be undertaken in partnership with the EBD special school to allow it to address the projected demand increase and EBD out of borough provision.

Possible Benefits:

- addresses current inefficiencies in the PRU's and recognises the direction of travel set out in Taylor (2012)
- maintains a specific provision for EBD learners within the borough

Possible Challenges:

- disruption of existing well regarded PRU provision (all Ofsted "Good")
- may not reduce OOB placements
- not best use of current resource and access to support services

Option 3

Special school to be co-located on a mainstream site to improve resource efficiency and access to support services. Trafford Council could continue to operate as a lead commissioner for the broad range of Alternative Provision with invitations to tender put out to interested parties to deliver.

Possible Benefits:

- makes best use of existing facilities and economies of scale
- establishes responsive alternative provision tailored to the needs of Trafford schools
- frees up facilities to relieve pressure in other areas

Possible Challenges:

- disruptive and potentially expensive "invest to save" model
- may not address the current financial pressures facing PRU's

Option 4

"Relaunch" of EBD special school. This may involve clarification of remit and provision which will address links with mainstream schools and reduce OOB spend. This should help to improve perception of Trafford EBD provision. PRU's will be co-located onto a single site and work more closely together in sharing resources and staff.

Possible Benefits:

- lack of disruption
- no new schools means that more control can be maintained over intake
- no investment implications

Possible Challenges:

- parental perceptions of current EBD provision may continue
- disruption of existing PRU's may reduce quality of provision

QU 3: Which of the proposed options for EBD and AP provision best meets the needs of the borough?

QU 4: Are there any alternative models of provision of EBD and AP that you feel better meet the needs of the borough?

Secondary and Post-16 Provision (excluding EBD/AP)

The key considerations when examining the secondary special school provision are:

- Overall cohort growth and projected numbers from 2020
- Creating sufficient provision to reduce out of borough (OOB) placements, particularly in respect of Autistic Spectrum Disorder (ASD)
- Capacity pressures at both Brentwood and Manor – particularly Brentwood as current site is not practicable for expansion

Option 1

Additional 19-25 provision for learners with SEN developed through a local provider on a site to be identified. This could also develop additional capacity for 16-18 learners to relieve demand from existing provision and extend choice in the borough. The new SEN provision would have close links to both special schools from which it draws its cohort and Trafford College to where it is expected most of its graduates would go to continue learning. The new centre would operate closely with children's and adult services and contain provision for respite and supported independent living as appropriate.

Possible Benefits:

- increases overall capacity at Post-16 that could relieve pressures on learner numbers from existing schools and addressing OOB ASD provision
- reduces reliance on ISP at 19-25 learning phase
- reduces cohort pressures at current Brentwood site.

Possible Challenges:

- potential investment cost
- Brentwood may still need to move to a larger site unless intake demand is reduced.

Option 2

A new 11-19 ASD facility is created and could be attached to current provision. This would operate as an ASD hub for the whole borough with a cohort made up of learners who would currently have attended specialist provision in Trafford or Out of Borough. It would also be a centre of expertise with partnerships both formal and informal with the mainstream secondary sector.

Possible Benefits:

- reduces OOB ASD provision
- relieves cohort pressure from Brentwood
- concentration of expertise in ASD

Possible Challenges:

- potential investment costs

- ASD are often part of a more complex additional educational need and a focus on ASD may not be beneficial in some cases

Option 3

Review current secondary special school sites and consider relocation to increase capacity. The site or sites for the schools should cater for current and predicted cohort growth as well as having the capacity to absorb the relevant proportion of those young people accessing provision outside the borough.

Possible Benefits:

- efficient use of resource and reduced management and site costs
- potential to compliment geographic hub primary phase model (if approved)
- addresses current site pressures

Possible Challenges:

- disruption of existing schools both of which are well regarded and rated good or outstanding by OFSTED
- may be significant investment costs

Option 4

Maintain both special schools as at present and increase SEN places within mainstream secondary provision. This could be addressed via resourced provision as with SSC's in the primary phase or 'virtual special school' model. Additional SEN provision could be put out to tender in geographic areas to compliment clusters (see below). Anticipated numbers would be 20-40 per area depending on size.

Possible Benefits:

- maximises mainstreaming principle while retaining specialist provision
- no or little investment costs required
- reduced travel inconvenience and cost as learners closer to home

Disadvantages:

- potential challenges for mainstream schools in expanding SEN provision
- difficulties in changing cohort composition at special schools due to focus on higher levels of needs

QU 5: Which of the proposed options best meets the needs of the borough?

QU 6: Are there alternative models of provision that you feel better meet the needs of the borough?

SEN provision in mainstream schools

While special school provision will always be the right choice for some learners, as a principle we believe that wherever possible learners with SEN should be educated in a mainstream setting. This is reflected in the options developed. The options below set out how this might look and build upon examples of good practice. As part of the SEN review an evaluation is being undertaken of both the quality and location of current SSC provision.

Option 1

Establish a co-located virtual special school 5-18 to replace existing SSC's and anticipated resourced provision in secondary. The school would cater for learners who would meet the criteria for special school provision but would benefit from being in a mainstream setting. Learners would be taught in their mainstream school with the virtual school offering support, guidance, expertise and ensuring consistently high quality of provision.

Possible Benefits:

- increases number of learners with SEN in mainstream settings
- no "new school" set up costs

Possible Challenges:

- challenges for mainstream schools educating more high needs learners
- no existing model to work from- risks associated with uniqueness

Option 2

As with option 1 but with a series of small co-located special schools, each serving as a geographic hub or allocated on a phase model. This model is seen as working most effectively within the cluster model put forward below.

Possible Benefits:

- shares the advantages of option one but removes a potential bureaucratic coordination role for the virtual school as they exist alongside mainstream schools

Possible Challenges:

- shares issues with option 1 above and reduces the overall quality control mechanism that a single virtual school might deliver
- lacks staff flexibility of a single special school model

Option 3

Trafford Council as the commissioner for high needs education (please see new funding formula of 2013) would tender out places for high cost mainstream provision. This option would be most effectively delivered by a system of Council supported school clusters (see below), a reduction of statements of SEN through personalised provision maps and closer working with parents. This is in effect a no change position but with a view to the funding changes for next year.

Possible Benefits:

- simple model and not disruptive in secondary sector
- allows places to be commissioned on a need basis reducing payment for empty places

Possible Challenges:

- may not increase mainstream SEN places sufficiently to address growth in cohort
- potential destabilisation of primary SSC

QU 7: Which option outlined would best enhance mainstream provision for learners with SEN in the borough?

QU 8: are there any alternative models of mainstream SEN provision that you feel would better address current pressures?

CROSS CUTTING THEMES

Dual Registrations

There are circumstances where a child or young person's level of need is such that they will benefit from being able to access education at more than one school or institution. For example a child with MLD or one that is on the autistic spectrum but is academically capable may benefit from time spent both at a special school and in a mainstream environment. The benefits of this model of provision are recognised by the review.

However at present this is undertaken in part through a process of dual registrations. Although many boroughs operate to this system, there are two clear associated risks. Firstly, it is possible for a child to fall into the cracks of the system, with neither school taking responsibility for their attendance or attainment to the same extent as their other learners. Moreover, due to workforce constraints and "bureaucratic lag" dual registrations can often lead to a measure of double funding and misallocation of resource.

Where education is deemed to be best delivered at more than one school the funding could go to the lead school which would retain responsibility for the child. Financial agreements and provision timetabling will be for the schools to lead and agree in consultation with the commissioners, parents and young person concerned.

Qu9: Do you agree in principle that children and young people are best served through being registered to a single school (so long as they are still able to access suitable education offsite)? If not please give reasons.

School Clusters

The move to a combined Education, Health, and Care plan (EHC) in 2014 will see significant change in the process of awarding statements of SEN with significant additional processes and pressure on capacity. It has been clear that this model could not operate at the current levels of statementing within the borough. With the numbers of learners with SEN set to increase both as a result of an increase in overall cohort size coming through Trafford schools in the next ten years and an increasing percentage of the cohort having identified need. Evidence indicates that there will be particular growth in relation to ASD, EBD and profound medical needs.

In order to be able to respond quickly to needs, and to allow resources to be efficiently and effectively allocated by those on the front line, it is proposed that more of the high needs funding is delegated out to clusters of schools who will manage and assess, with support from the LA, a significant proportion of the high needs, low incidence SEN cases.

A cluster would be geographically based with 3-4 clusters anticipated across the borough. They would consist of representatives from the schools in the area and include representation from the special school sector. They would be supported by members of the Local Authority SEN team, educational psychologists, and commissioning as required.

This model is successfully run in some other authorities (e.g. Nottingham) and is potentially more equitable than delegation to single schools. The advantages have been demonstrated to be:

- schools benefit from economy of scale over by school allocations
- peer to peer monitoring ensuring improved consistency in terms of assessment
- smoothing out potential inequalities in SEN funding allocations where a couple of individuals entering or leaving a school could have a significant impact on funding.
- improvements in partnership working between schools and across phases- including closer working between the mainstream and special sector.
- more innovative and responsive use of high needs funding to meet learner need
- removes bureaucracy

It is recognised that for higher levels of need the council will continue to need to hold its statutory function to assess and review statements of SEN or EHC plans either through the current statementing process or a model adopted based on the outcome of the Single Assessment Model pathfinder and proposed legislative change.

As part of the review it is proposed that a pilot scheme be run to assess how best a cluster model might be developed for Trafford. The pilot would report back in time for any changes to be made in the 13/14 academic year. There will be further consultation on how this model might operate after the pilot phase and any changes will be put through the School Funding Forum for agreement.

QU10: Do you agree in principle with the model of area based school clusters? If not, please give reasoning.

QU11: Do you have any views on how such a model would best operate within Trafford?

SECTION 7: WHAT NOW? – FEEDBACK AND TIMESCALES

The informal consultation period will run for 90 days and finish on the 11th February 2013. The responses to the consultation will be a vital component in completing the review of SEN provision and support services. It is intended that the final report on the review will be published in March 2013. At that point Trafford Council will be able to notify all stakeholders of any detailed formal consultations that may arise out of the recommendations.

How do I tell you my views?

As has already been mentioned, this is a genuine consultation exercise designed to engage all stakeholders and develop a clear and shared vision on delivering outstanding, suitable SEN provision and support for Trafford Children and Young People for a generation to come. As such your views are welcomed and vital to delivering that goal. These are various ways you will be able to respond:

- Online- complete the online feedback form at www.trafford.gov.uk
- Email – SENreview@trafford.gov.uk
- Write to: SEN Review
 Trafford Council CYPS
 2nd Floor Quay West
 Trafford Wharf Road
 Trafford Park
 Manchester
 M17 1HH

THANK YOU for taking the time to read this consultation and for responding. It is not possible to reply to each contribution, but there will be a summary of responses produced at the end of the review.

Agenda Item 7

TRAFFORD COUNCIL

Report to: Executive
Date: 25th March 2013
Report for: Decision
Report of: Executive Member for Transformation and Resources /
Corporate Director Transformation and Resources

Report Title

Final Draft Annual Delivery Plan 2013/14

Summary

The plan is at the heart of the Council's performance management framework and is designed to deliver the Council's Corporate Priorities. It contains the priority actions to be delivered over the coming year and the indicators which will measure performance.

Recommendation(s)

That the Executive:

Agree the format and content of the Annual Delivery Plan 2013/14

Contact person for access to background papers and further information:

Name: Jayne Stephenson
Extension: 1231

Background Papers: Directorate Improvement Plans

Relationship to Policy Framework/Corporate Priorities	The Annual Delivery Plan 2013/14 sets out the council's intentions in relation to delivering the Council's Corporate Priorities for 2013/14.
Financial	Resources to deliver the ADP have been allocated within the Council's Budget Setting process
Legal Implications:	None
Equality/Diversity Implications	None
Sustainability Implications	None
Staffing/E-Government/Asset Management Implications	None
Risk Management Implications	None
Health and Safety Implications	Not applicable

1. Background

Trafford Council's Annual Delivery Plan (ADP) reflects the priorities established by the Council and implementation is the responsibility of the Executive and Corporate Management Team. The plan is at the heart of the Council's performance management framework and is designed to deliver the Corporate Priorities (listed below). It contains the priority actions to be delivered over the coming year and the targets that the Council has set itself to achieve.

Low council tax and value for money
Excellence in education
Safe place to live - fighting crime
Services focused on the most vulnerable people
Economic growth and development
Reshaping Trafford Council

2. The Council's Annual Delivery Plan 2013-14

The Annual Delivery Plan is a key document within the Performance Framework which sets out the actions that Trafford Council will take to deliver its priorities and includes the key improvement targets by which delivery against the plan will be measured during 2013/14.

The format of the Annual Delivery Plan has been improved to provide a succinct overview which clearly demonstrates the links between priorities, activity, policies / delivery programmes and performance measures.

For the first time the Annual Delivery Plan has been developed prior to the known outcome of 2012/13 performance. This is a result of the confidence which the Council now places in the performance reporting of both the Annual Delivery Plan and the monthly dashboards. This allows the Council to set indicative targets for the coming year, which will be finalised in the first quarter report, following the finalisation of 2012/13 performance.

There are three sections within the Annual Delivery Plan;

1. **Corporate Priorities 2013-14** – the strategic objectives which each of the council's corporate Directorates will work towards achieving against each of the corporate priorities.
2. **Key Policy or Delivery Programmes 2013 – 14** - the priority programmes of action that will be undertaken during the year to support the delivery of the Corporate Priorities.
3. **Key Targets 2013 – 14*** - the measures and targets which will be used to monitor progress against the delivery of the ADP.

*It should be noted that there are a number of important targets which are annual targets, and for that reason are not included in the annual delivery plan, however they will be reported in the Annual Report e.g.

- Gross Value Added
- Number of Trafford residents in employment.

3. Monitoring arrangements

The plan will be monitored throughout the year, with performance on the Key Targets reported on a quarterly basis, to the Corporate Management Team and the Executive. The end of year outturn figures 2012-13 and indicative targets 2013-14 will be confirmed via the Directorate Planning and ADP monitoring processes and reported in the quarter one 2013/14 report.

In addition, performance against a suite of further detailed performance indicators will be reported via a monthly dashboard to Corporate Management Team and the Executive.

4. Recommendation

Executive Members are requested to agree the format and content of the Annual Delivery Plan for 2013/14.

Other Options

Plan is not approved, however this would result in no meaningful method by which performance against priorities could be measured.

Consultation

Each section within the Annual Delivery Plan has been developed with the relevant Directorates and agreed with relevant Corporate Directors.

Reasons for Recommendation

The Annual Delivery Plan monitors the key workstreams and actions for each Directorate and in relation to delivery of the Corporate Priorities over the coming year. Regular reporting of the measures contained in the Plan will keep Executive members and Directors informed of progress and direction of travel against these key measures.

Key Decision

This is a key decision currently on the Forward Plan: Yes

Finance Officer Clearance ID

Legal Officer Clearance JLF

[CORPORATE] DIRECTOR'S SIGNATURE *(electronic)*.....



To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.

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Trafford's Annual Delivery Plan 2013 – 14 (Final draft)



The Council's Vision for Trafford which is shared by partners within the Trafford Partnership is:

Trafford is thriving, diverse, prosperous and culturally vibrant. A Borough at the heart of the Manchester City Region celebrated as the enterprise capital of the North West and home to internationally renowned cultural and sporting attractions

Our Values: Engaging the people of Trafford; Always improving; Leading the way; Acting with integrity; Valuing our people; Using time and money wisely

LOW COUNCIL TAX AND VALUE FOR MONEY			ECONOMIC GROWTH AND DEVELOPMENT			SAFE PLACE TO LIVE – FIGHTING CRIME			
Ensure that the Council can demonstrate that it provides efficient, effective and economical, value for money services to the people of Trafford.			Ensure the most strategic and effective use of the Council's assets and infrastructure, to enhance the attractiveness of Trafford as a place to invest; resulting in increased levels of economic growth, investment, housing and jobs in Trafford.			Aim to be the safest place in Greater Manchester, and to have the highest level of public confidence and satisfaction in the action we take to tackle Crime and Anti-Social Behaviour.			
For 2013/14 we will:			For 2013/14 we will:			For 2013/14 we will:			
Make effective use of resources <ul style="list-style-type: none"> Ensure delivery of £18.685m savings as set out in the medium term financial plan Continue to collaborate on efficiency projects with other local authorities Continue to support the AGMA Procurement Hub Continue to work effectively with partners to improve service quality and value for money Minimise increases in the Waste Disposal Levy through increased recycling, including the introduction of weekly food and green waste collections Reduce Street Lighting energy costs, by investment in LED lanterns Ensure effective use of assets through the adoption of a Corporate Landlord approach Identify savings to meet the 2014/15 budget gap, seeking to minimise impact on front line services Deliver the Council's Transformation Programme <ul style="list-style-type: none"> Complete and deliver a portfolio of Transformation Projects delivering identified benefits including financial savings Introduce new ways of working, putting customers at the heart of what we do and understanding what we need to do Structuring ourselves more effectively and working with partners to achieve excellent value for money services Develop the capacity and skills of managers and staff. Deliver a balanced budget in line with statutory responsibilities and Council priorities 			<ul style="list-style-type: none"> Deliver strategic development projects and maximise investment in the Borough, e.g. Town Centres, Trafford Park, Carrington Deliver investment and growth through effective planning processes and frameworks Support business growth and prosperity Develop and deliver the Council's asset strategy Deliver housing and economic growth, develop safe and secure neighbourhoods and grow opportunities for the residents of Trafford Deliver new affordable housing and work with Registered Social Landlords, the housing options service and other partners to meet local housing need Effective utilisation of long term investment to ensure the delivery of the highways investment programme Maintain the Highway network Deliver the infrastructure needed to support economic growth and prosperity and the development of safe, secure and attractive residential neighbourhoods Ensure businesses and individuals comply with legislation, to stimulate fair trade, and enhance environmental quality in our town centres and communities Improve maintenance and design of our parks, open spaces and streets, to foster safe, secure and attractive neighbourhoods Support the development of excellent leisure facilities across the Borough, to help improve the health and wellbeing of residents and the attractiveness of the Borough 			<ul style="list-style-type: none"> Address the underlying causes of crime and anti-social behaviour by working with partners to support and intervene at individual, family and community level, targeting resources where they are most needed Develop a collaborative and risk led approach to tackling Anti-Social Behaviour Take early action and work directly with local communities to prevent crime, including the use of the Consumer Alert System. Develop and deliver innovative and effective interventions to address the behaviour of those involved in crime Deliver responsive and visible justice by undertaking robust enforcement action and turning the tables on offenders to make sure they are held accountable for their actions, and that criminal assets are recovered Continue to monitor public spaces CCTV cameras to improve the safety of residents by directing Police resources on the ground to incidents and also to provide recorded evidence which supports convictions 			
Key Policy or Delivery Programmes 2013 - 14									
Policy or Delivery Programmes: Medium term Financial Plan Land Sales Programme GM Municipal Waste Management Strategy			Master Plans (Old Trafford, Trafford Park) Trafford Economic Alliance work programme Town Centres Development, incl Altrincham Forward plan Corporate Landlord; Asset Strategy, Greenspace Strategy Community Infrastructure Levy Housing Strategy Highway Maintenance Capital Programme; Transport Asset Management Plan			Crime Strategy 2012-15			
Key Targets 2013 - 14		Projected Outturn 12/13	Indicative Target 13/14	Key Targets 2013 - 14		Projected Outturn 12/13	Indicative Target 13/14	Key Targets 2013 - 14	
Improve the % of household waste arisings which have been sent by the Council for recycling/composting (CAG08)		48%	52% (tbc)	Percentage of ground floor vacant units in town centres		17%	15.5%	Maintain the position of Trafford compared to other GM areas in terms of Total Crime Rate.	
Delivery of efficiency and other savings		£12.2m	£18.7m	The number of housing completions per year (reported quarterly)		256	220 - 256	Reduce total recorded crime by 1%	
Reduce the level of sickness absence (Council wide excluding schools)		10	9	Deliver the published 2013/2014 Highway Maintenance Capital Programme (BRP02)		100%	100%	Reduce anti-social behaviour incidents by 1%	
Percentage of Council Tax collected * reflects major changes to council tax from 1 April 2013		98.1%	97.4%*	Increase the % of people who are employed, or, economically active in Trafford		77%	77.5%		
Identify savings to meet the 2014/15 gap		New	£1.932m	Additional business rates generated			New Indicator		

In Partnership with: GMP, GMFRS, Health, Voluntary and Community Sector, Probation, Town Centre Partnerships, MIDAS, GM Chambers, Sale and Altrincham Chambers, Faith Community

SERVICES FOCUSED ON THE MOST VULNERABLE PEOPLE			EXCELLENCE IN EDUCATION			RESHAPING TRAFFORD COUNCIL					
Enable people to have more choice and control over the support they receive. We also want to provide quality services that encourage people to lead healthy, independent lives and support children and young people to be safe and to aspire and succeed.			Ensure that children are well prepared to achieve in adulthood through high quality learning and development.			Continue to develop relationships with residents, local businesses and partners to ensure that we all work together for the benefit of the Borough. Internally, to reshape the organisation to ensure the Council embraces innovation and new ways of working.					
For 2013/14 we will:			For 2013/14 we will:			For 2013/14 we will:					
Personalisation <ul style="list-style-type: none"> People to have more choice, control and flexibility in meeting their needs Health improvement <ul style="list-style-type: none"> People to receive the best possible health and social care services delivered efficiently, effectively and in a co-ordinated way to reduce health inequalities Reduce alcohol and substance misuse and alcohol related harm Support people with long term health, mental health and disability needs to live healthier lives Promoting resilience and independence <ul style="list-style-type: none"> To ensure that people in Trafford are able to live as independently as possible, for as long as possible Safeguarding vulnerable adults and children and young people <ul style="list-style-type: none"> To ensure that vulnerable adults at risk of abuse are safeguarded through robust monitoring of commissioned services Implement the Munro recommendations (national guidance to improve safeguarding) Development of the Safeguarding Children Board (revised national expectations) Market management and quality assurance <ul style="list-style-type: none"> To stimulate the market in Trafford ensuring there is a diverse choice of quality services that meet individuals' needs Improve the health and well-being of the most vulnerable children and young people in the borough <ul style="list-style-type: none"> Increase the number of Health visitors and improve our school nursing service Continue to deliver programmes to reduce childhood obesity Improve emotional health support for children and young people Close the gap for vulnerable children and families <ul style="list-style-type: none"> Introduce personal budgets for children with complex and additional needs Provide joined up assessment and support for children with special educational needs Close the gap for children and families based on localities <ul style="list-style-type: none"> Improve support for families facing difficult times including joint agency working Introduce early help for families before issues become problems Support those affected by the Welfare Reform changes through the development and delivery of a multi-agency work programme			Improve the life chances of all children and young people <ul style="list-style-type: none"> Work with schools to maintain the 'Trafford Family of Schools' to support educational excellence Establish a new delivery model to provide support to schools in line with national policy Increase the number, range and take up of apprenticeships Provide monitoring, challenge and intervention for schools to ensure sustained high standards Close the gap in educational outcomes across our vulnerable groups <ul style="list-style-type: none"> Undertake a full review and redesign of provision and support for children with Special Educational Needs Use the SEN Pathfinder as an approach to support educational progress of children with Special Educational Needs Increase the percentage of care leavers in Education Employment and Training Close the gap in educational outcomes across the borough based on the different localities <ul style="list-style-type: none"> Targeted support through the revised Children's Centres outreach services following implementation of the Children's Centre Review Work with AGMA on the Early Years strand of Public Sector Reform to support targeted interventions Targeted support for young people through the Area Family Support Teams to maintain low levels of NEET (Not in Employment, Education or Training) 			<ul style="list-style-type: none"> Develop Citizens' Charter which will describe what agencies and residents will do to share the responsibility for making Trafford an outstanding place in which to live, grow up and prosper Establish Locality Partnerships to create stronger and empowered communities that are safer, cleaner, healthier and better informed Create Locality profiles to assess need and support the development of evidence based priorities and action plans Provide dedicated support to the Voluntary and Community Sector Deliver the Customer Strategy, including a review of complaints management process and implementation of an improved system to enable easier access to the Council Ensure that residents are consulted on and well informed about how the Council spends its budget and the standards of service that they can expect from us Develop arrangements to share services across agencies, where it is efficient to do so, including shared use of buildings Working together with our colleagues across Greater Manchester to secure greater efficiencies Integrated working with our Partners to pursue joined up services in local communities to provide better services for the future Continue to implement the "Sustainable Trafford" and Climate Change Adaptation strategies Secure alternative funding streams to use directly or commission others to run services on our behalf e.g. Social Impact Bonds Investigate the creation of an independent company which will trade with existing customers and seek new opportunities to grow its market share Integrate Adults, Children's Services and Public Health to create a Children, Families and Wellbeing directorate 					
Key Policy or Delivery Programmes 2013 - 14											
Stronger Families programme Health and Wellbeing Strategy Welfare Reform delivery programme			CYP Strategy 2011-2014			Customer Services Strategy Collaboration Programmes (e.g. GMP, SWiTch, Strategic Procurement Unit) Third Sector Strategy; Volunteering Strategic framework Sustainable Trafford Action Plan					
Key Targets 2013 - 14		Projected Outturn 12/13	Indicative Target 13/14	Key Targets 2013 - 14		Projected Outturn 12/13	Indicative Target 13/14	Key Targets 2013 - 14		Projected Outturn 12/13	Indicative Target 13/14
Number of people in receipt of Telecare in year		1700	2000	% of pupils on FSM's achieving 5A*-C GCSE including English and Maths		41.5%	tbc	Citizen's charter developed			New Indicator
% of eligible service users / carers to receive Self-Directed Support in year (ASCOF 1Ci)		53%	70%	Maintain the low level of NEET in Trafford		4.75%	tbc	Locality partnerships operational			New Indicator
All Age All Cause Mortality Rate		tbc	tbc	Reduce the rate of unauthorised absence in Trafford Schools (Termly)		tbc	tbc	Number of third sector organisations receiving intensive support			55
Breastfeeding rate at 6-8 weeks in the lowest SOA's		tbc	tbc								
Children in Care Long Term Stability		tbc	tbc								