

**Report of the Head of Complex Needs Service and Head of Learning Improvement  
Report to Scrutiny Board (Children’s Services)**

**Date: 15<sup>th</sup> October 2015**

**Subject: Preparing for the Future, Supporting Special Educational Needs and Disabled Young People**

Are specific electoral Wards affected? If relevant, name(s) of Ward(s):	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Are there implications for equality and diversity and cohesion and integration?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Is the decision eligible for Call-In?	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No
Does the report contain confidential or exempt information? If relevant, Access to Information Procedure Rule number: Appendix number:	<input type="checkbox"/> Yes <input checked="" type="checkbox"/> No

**1.0 Summary of the Main Issues**

This report is intended to provide the Children and Families Scrutiny Board with background information to assist in the inquiry into the experience of children and young people with Special Educational Needs and disabilities growing up in Leeds.

**2.0 Recommendations**

The Scrutiny Board (Children and Families) is recommended to:

- 2.1 Focus its inquiry on the experience and attainment of children and young people who receive services at the statutory level i.e. those with a Statement, Learning Disability Assessment (LDA) or an Education Health Care Plan (EHCP). Recent government changes in the classification of children and young people requiring SEN support or statutory services has impacted on the School Census data that the authority uses to identify type of need and severity of need in such a way that this large group is difficult to discuss with confidence.
- 2.2 Consider the experience of young people from Year 9 upwards in the first instance.
- 2.3 Consider what would be helpful in terms of visits, dialogue, and other means of engagement in exploring this issue in more depth.

## **Purpose of this report**

- 1.1 This report responds to the draft terms of reference for the Scrutiny Board's inquiry into Preparing for the Future, Supporting Special Educational Needs and Disabled Young People.

## **2.0 Background Information**

- 2.1 The Leeds City Council (LCC) and partner vision and aspiration for the city, working together, is to make Leeds a child friendly city; a place where children are valued, supported, enjoy growing up, and look forward to a bright future. The Children and Families Trust Board (C&FTB) brings together our partners who are committed to making Leeds the best city in the UK to grow up in.
- 2.2 To illustrate its commitment to children and young people with Special Education Needs and Disabilities (SEND) the authority signed the Every Disabled Child Matters Charter in February 2013. By signing the charter, the authority agreed to meet its 12 commitments within 12 months of signing. The commitments cover a range of pertinent issues that intend to improve provision and outcomes for SEND children and young people and their families. Topics covered by the commitments include: engagement and participation; integrated working; governance and leadership; and early intervention and transition to adulthood. A copy of the signed LA Charter is included in appendix 1. The responses to the EDCM Charter is attached as appendix 2.
- 2.3 Improving the Voice and Influence of *all* children and young people is a key priority of the Children and Young People's Plan (CYPP). Within the CYPP there is now a new priority for children and young people with SEND entitled 'Improve outcomes for children and young people with special educational needs and/or disability'. Progress on this priority will be reported to Children and Families Trust Board.
- 2.4 The aspirations for SEND services in Leeds are documented in 'Making Leeds a great place to learn for all our children and young people: the Leeds SEND Strategy 2014 – 2017 (Appendix 3)'. These aspirations reflect early support principles and the child friendly city agenda and include:
  - Early intervention and support for children and young people with SEND
  - Personalisation to meet individual needs
  - The opportunity whenever possible for children and young people with SEND to be educated as close to home as possible, in order to foster and maintain strong supportive networks within their own communities that continue beyond their school years into adulthood
  - Collaborative working and co planning with parents, carers and children and young people regarding SEND developments and provision
  - Local pathways with clear transition arrangements across phases to promote positive outcomes for children and young people with SEND throughout school and into adulthood
  - Clear, transparent information about services to support families in making informed choices and accessing services

- 2.5 The Children and Families Act 2014 came into force on the 1st September 2014 to reform services and information provided to children and young people with SEND, and their families. The reforms impose requirements on education, health and social care services work together to support children and young people with SEN and disabilities to achieve their full potential by:
- Making sure education, health and social care services work together to improve outcomes for children and young people with SEN and disabilities
  - Making assessments and care planning for those with the most complex needs quicker and more joined up by replacing Statements of SEN and Learning Difficulty Assessments (LDAs) with Education Health and Care plans (EHCPs)
  - More of a focus in the new EHCP on outcomes and getting ready for adult life. The new EHCP can go up to age 25 for those who stay in education and have complex needs
  - Giving families with an EHCP more choice and control about the services they access and how the budget for their care is spent
  - Making sure children and young people with SEN and disabilities and their families have more of a say about the services they access and about how services are developed locally
  - Better information for families about services in their area through a Local Offer website
- 2.6 The SEND Code of Practice (2014)<sup>1</sup> provides a clear focus on how local authorities must implement the SEND reforms including the participation of children and young people and parents in decision-making at individual and strategic levels; a strong emphasis on having high aspirations and improving outcomes for children and young people; ensuring close co-operation between education, health and social care; enabling children and young people with SEN to succeed in their education and make a successful transition to adulthood.
- 2.7 In Leeds, a Children and Families Act Steering Group was established to provide a strategic steer for the implementation of the SEND reforms within the Act. This multi-agency group reports to the Complex Needs Partnership Board (CNPB) and is flexible to reflect the changing work focus of the group. Initially the group focused on preparations for the SEND reforms, following that, their implementation, and finally the consolidation of this work. The group is currently focusing on the new Ofsted area SEND Inspection framework.
- 2.8 The Leeds Local Offer website was launched on the 1st September 2014 as a new way to find useful services for children and young people from 0-25 with SEND. The Leeds Local Offer also provides an entry point for families to give their feedback on the quality, accessibility and usefulness of both information and the actual services that are provided in Leeds by LCC, Health, schools and settings, private organisations, charities, faith and community groups and other third sector partners.
- 2.9 The Leeds Local Offer search engine is hosted externally to the LCC website. It works by providing links to specific web pages that are held within other

<sup>1</sup> The SEND Code of Practice (2014) - <https://www.gov.uk/government/publications/send-code-of-practice-0-to-25>

organisations' websites. Each organisation keeps responsibility for updating their own information on their own website. Every separate web page that is available to view in the Leeds Local Offer has been 'tagged' so that it will appear under specific directory headings or will be returned when key words are used in a search. To meet the needs of young people the search engine has specific sections in the Directory structure such as the 'Young Person's Version' and 'Preparing for Adulthood'. The web links in these sections are focused on providing the following information:

- Learning and training
- Participating in the community
- Preparing for work
- Housing support
- Managing disability
- Having your say
- Relationships
- Health

### **3.0 Main Issues**

- 3.1 Complex Needs and the Voice, Influence and Change team (VIC) work closely together to ensure families, children and young people with SEND are included in the design and decisions of services that are relevant to them. Work with parents via EPIC Leeds – the parent participation forum is an integral part of the developmental work. There are now established mechanisms in place to enable children and young people with SEND to be made aware of opportunities to participate in decision making via VIC Lead network and decision makers are informed of progress and key challenges. The VIC team provide a summary of voice and influence activity every six months via a report card to the Children and Families Trust Board. The VIC Team also provide a regular update, report good practice from a range of partners and share any key challenges with the Complex Needs Partnership Board (CNPB)
- 3.2 A multiagency partnership "Voice and Influence of Children and Young People with SEND Working Group" was established in June 2013 and met on a bi monthly basis. The main aim of establishing this group was to help develop mechanisms and communication channels with staff working directly with children and young people with SEND. The working group action plan and priorities were based on national findings from Council for Disabled Childrens VIPER research which identified recommendations for local authorities to increase voice of children and young people with SEND in decision making processes. The group succeeded in what it aimed to achieve and met all the jointly agreed actions in the plan and therefore closed in March 2015. Achievements include development of two training sessions for VIC SEND Leads to increase their skills and confidence in supporting children and young people with SEND to have a voice and influence change, young person's guidance for newsletter articles being produced and Brighter Futures Magazine now regularly including pages for children and young people's articles and group members signing up to the Rights Respect and Readiness Quality Standards.

- 3.3 The working group also played a key role in developing a VIC SEND network of Voice Influence and Change Lead staff across the city. The VIC SEND network includes representatives from every SILC, partnership and resourced school, third sector organisations, health, children social care staff etc. To illustrate their commitment to increasing the voice and influence of children and young people with SEND, all members of the CNPB became members of the VIC Network and have the chance to contribute to it, and its work. To provide an example of the work of the network, members shared Local Offer communication resources e.g. films, leaflets, newsletters etc with staff, parents and children and helped facilitate children and young people's involvement in consultations.
- 3.4 Good practice, news, training, events, consultations and opportunities for children and young people continue to be shared with the 250 + members of the VIC SEND Network via the quarterly VIC Newsletter and regular E bulletins. VIC SEND leads positively responded to takeover opportunities and guidance promoted via the network. Consequently children and young people from short break and residential homes and SILCs participated in a range of takeover days including being a bus inspector, chef, cleaner, manger and taking over the Head of Complex Needs.
- 3.5 The VIC team provide advice and guidance and encourage VIC Leads to set up inclusive and accessible voice and influence opportunities. Earlier this year the Leeds Youth Council won a Diana Award for their campaigning (included a disability awareness campaign) where the young people produced a presentation which went into all secondary schools in Leeds and is also now on the Leeds Local Offer Website.
- 3.6 The Leeds Local Offer is, and continues to be, co-produced in the spirit of the Children and Families Act reforms. More than 30 different engagement activities were held as part of the process of developing the Leeds response to the reforms and these involved groups of parents, partners and young people. EPIC Leeds was also included from the beginning to ensure the parents and carers of children and young people with SEND were represented and that their needs and views were heard and understood.
- 3.7 There are several areas of content in the Leeds Local Offer that the Complex Needs service is looking to improve and expand for young people including, for example, working with our neighbouring local authorities in West Yorkshire to develop web based information<sup>2</sup> specifically for young people with hearing impairment. This will include video content and simplifying written English on web pages in co-production with young people.

Information relating to engagement activities with parents, partners and young people on aspects of the Leeds Local Offer can found in the Leeds Local Offer Annual Feedback Report in appendix 4.

- 3.8 Over the course of the academic year 2013/14 the Special Educational Needs Statutory Assessment and Provision (SENSAP) team, along with families and other professional colleagues from across health and social care, worked on embedding

<sup>2</sup> Leeds Local Offer search engine <http://www.leedslocaloffer.org>

the new working practices developed in relation to the Children and Families Act 2014. The development of the EHCP pathway involved all partners giving feedback and expressed their opinions in relation to the new systems.

- 3.9 A significant focus of the Children and Families Act 2014 is to ensure that children and young people's views are captured in any decision making processes about them and that their views are recorded in EHCPs.
- 3.10 An evaluation of the EHCP process was undertaken in July 2015. The 67 families who had been through the whole process were invited to take part in the survey. A total of 35 EHCPs were reviewed and the evaluation identified that all of the plans considered the views, wishes and thoughts of the children and young people involved. The children and young people's voices were represented in a variety of ways within the plans for example via photographs, diagrams, conversations and questionnaires. In over half of the EHCPs sampled, the children and young people's voice was echoed by more than one person i.e. parents, class teacher, SENCo, and educational psychologist. This evaluation compares very positively to the 20 previously written SEN statements sampled in the academic year 2013/14.
- 3.11 The impact of the new assessment process on meeting outcomes for families, children and young people is difficult to measure accurately until EHCPs have been in place for longer. The first cohort of EHCPs will be due for review late January / early February 2016 and evidence can then be gathered to inform an impact study at the same time as the review of recommendations. A copy of the Education Health and Care Plan Review Report - SENSAP, Complex Needs Service, and Leeds Children Services - can be found in appendix 5.
- 3.12 There are many other examples of consultation and engagement projects undertaken with children and young people, parents, and partners. Further examples can be provided by the Complex Needs service and VIC.

### **Identifying the needs of children and young people in Leeds who experience SEND**

- 3.13 All the data presented in this report is from 2013/14 unless otherwise stated. Where the data is drawn from the DfE School Census, the SEN variable in operation comprises those children and young people classified as requiring support through School Action, School Action Plus, or have a statement of SEN (this classification was in place prior to the changes made under the Children and Families Act 2014).
- 3.14 This categorisation by the DfE is currently being replaced. From 2015 a new category of SEN Support is being phased in and the old categories of School Action and School Action Plus are being phased out. Similarly the category of Statement will also be phased out and replaced with EHCP. The impact of this change of reporting will be seen in the analysis of School Census data 2015/16 and 2016/17 as schools are currently using both the old and new categories together. The trend of rising SEND continues to be seen but is accentuated by this changeover. Children who would have been recorded as having School Action support (where no type of SEND was previously recorded) are now included in the SEN Support category and as such increase the count.

- 3.15 A data set drawing on both the January School Census and Leeds Funding For Inclusion (FFI) data has provided the Complex Needs service with basic information about children and young people who experience SEND. This data is produced by CS Performance and is provided on an annual basis.
- 3.16 Analysing this data has enabled the service to build a city wide picture of SEND. This cohort of children and young people have been classified through the January School Census as either having a Statement of SEN or requiring extra support in education at the level of School Action Plus. Where a child or young person is recorded by the school as being in either one of these two categories, additional information is gathered as to the type of need. This information is not gathered for children and young people classified as requiring support in school at the level of School Action.
- 3.17 Analysis of this data shows that there has been a significant rise in the number of children and young people in Leeds who have SEND, particularly in early years. In 2008 there were 8290 children and young people (N1 to year group 14) with SEND rising year on year to 9651 in 2014. This is an increase of 16.4% over a six year period. For early years children alone (N1 to Reception) in 2008 there were 626 children in Leeds who have SEND rising to 1153 in 2014. This is an increase of 84% over the same period.
- 3.18 There has also been a steady rise in the complexity of need for this cohort of children and young people with over 22.5% experiencing more than one type of need in 2014.
- 3.19 With regard to gender, more males than females experience SEND. In 2014 6599 males were classified as receiving support through a statement or School Action Plus. This figure was 3051 for females. With regard to ethnic type 75.55% of children and young people in the 2014 cohort are white.
- 3.20 It is possible to map this cohort of children and young people by type of need and where they live in Leeds, with the greatest concentration being seen in the inner city and South Leeds. This mirrors other mapping that has been undertaken to look at where children under five live and areas of the city with greater deprivation.

Further SEND demographic information is included in appendix 6

### **SEN Sufficiency and Projections**

- 3.21 There has been a major increase in the birth rate in Leeds of 21% between 2000/01 and 2013/14.
- 3.22 This has had significant impact on demand for all educational provision and increases are predicted to continue; in Leeds higher rises are projected than are projected nationally. National pupil projections (DfE 2013) predict rises in pupil numbers in maintained nursery and primary education of 18% 2011/12 to 2020/21; however Leeds projects that by just 2016/17, pupil numbers will already be 23% higher than in 2011/12.

- 3.23 In response to the growing population in Leeds of children and young people with SEND, Leeds successfully bid for resources under the Targeted Basic Need Funding Bid April 2013. The bid has enabled Leeds to increase its number of Specialist Inclusive Learning Centre (SILC) places by 200 between 2015/16 and 2017/18.
- 3.24 Demand for school places for children and young people with SEND continues to increase. From Sept 2013 to March 2015 an additional 34 children and young people were placed in Resourced provision – an increase of 10.6% over the 18 month period. For the same time period an additional 27 children and young people were given places in a (SILC) (an increase of 2.7%). It is important to note that this figure does not include the management of children and young people with social, emotional and mental health needs (SEMH) through the Elmete SILC and out of area placements.
- 3.25 Additional work was undertaken at the beginning of 2015 to project the increases in demand for school places for children and young people with SEND and the impact on mainstream as well as Resourced and SILC provision. The historical patterns from the data of the proportions of pupils with each SEND category were applied to the most recent Primary and Secondary projections.
- 3.26 Total projected increases for children and young people classified as needing specialist help were calculated as follows:

Year	No. of children and young people
2015	9,783
2019	10,667

This is an increase of 884 children and young people (9%) over the next four years.

- 3.27 All types of SEND show a projected increase in numbers. However the types of needs with the biggest projected increases in actual numbers of children and young people are:

Type of Need	Year 2015	Year 2019	% Increase
Social emotional and mental health	2594	2852	9.9%
Moderate learning difficulties	1945	2145	10%
Speech, language and communication needs	2762	2959	7.1%

- 3.28 An increase in SILC capacity has been rolled out this academic year as follows: NE SILC Woodhouse Learning 50 places 2015 / 2016 and South SILC 25 places 2015 / 2016.

### **Attainment**

- 3.29 It is worth noting that comparing levels of attainment for children and young people with SEND across England has its difficulties. There are no national thresholds for



undertaking statutory assessment and as such, a child in one local authority area with a statement or EHCP may be supported differently in another local authority area. For example, when introducing FFI, Leeds aimed to reduce numbers of statements by ensuring children with high level needs could access funding regardless of whether they had a statement.

- 3.30 School attainment can be influenced by other criteria such as ethnicity, gender, immigration status, type of SEND, socio-economic wellbeing and levels of deprivation. These attributes are prevalent to a lesser or greater degree between local authority areas.
- 3.31 In Leeds, children and young people with SEND attend both mainstream schools and SILCs, at primary and secondary level. Of the children and young people in Leeds classified as having SEND, 6% attend a SILC and 94% attend a mainstream school, of which a small proportion (1%) are in resourced provision. (School Census May 2015).
- 3.32 A resourced school provides specialist provision in a mainstream setting. The mainstream school has its own specialist area, for example; speech, language and communication or hearing impairment. Children are fully included in the mainstream school, whilst receiving the specialist interventions they need to address their individual needs. There are 10 resourced primary schools and eight resourced secondary schools in Leeds.
- 3.33 Where children and young people with SEND attend a mainstream school setting they are assessed in the same way as all young people, at the end of each Key Stage (KS), although they may be given additional support do so (for example additional time, assistive software etc.).
- 3.34 Alternatively, a child or young person with SEND may attend a SILC. There are six LA-maintained SILCs and one Free School SILC (Lighthouse) in Leeds. All are generic and cover all age ranges (all offer post-16 provision) with the exception of the SEMH SILC (Elmete) which offers provision for secondary age young people with a social, emotional or mental health need.
- 3.35 Children and young people with SEND who attend a SILC are assessed at the end of each Key Stage. There will be some children and young people who take National Curriculum tests (SATs) at the end of Year 6 and GCSEs and other equivalent qualifications in Year 11, but there are likely to be many more children and young people in these schools who cannot access the National Curriculum and for whom this form of assessment is not appropriate. P scales are a national alternative for assessing the progress of these children and young people.
- 3.36 Performance attainment targets (P scales) and *performance descriptors* are used for pupils aged 5-16 with special educational needs (SEN) who cannot access the national curriculum.<sup>3</sup> These performance measures use a finer grading of assessing performance with ratings ranging from P1 through to P8 depending on the Key Stages being measured.

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<sup>3</sup> DfE - <https://www.gov.uk/government/publications/p-scales-attainment-targets-for-pupils-with-sen>

3.37 P scales and performance descriptors apply to Key Stages 1, 2 and 3.

3.38 In Key Stage 4, the P scales and performance descriptors can be used as non-statutory guidelines describing some of the types and range of performance that pupils with SEN who cannot access the national curriculum might characteristically demonstrate.

3.39 The subjects SEND pupils are taught and assessed against include:

<p>English</p> <ul style="list-style-type: none"> <li>- Speaking</li> <li>- Listening</li> <li>- Reading</li> <li>- Writing</li> </ul>	<ul style="list-style-type: none"> <li>• Science</li> <li>• Languages</li> <li>• Geography</li> <li>• History</li> <li>• Computing</li> <li>• Design and Technology</li> <li>• Music</li> <li>• Physical education</li> <li>• PHSE and Citizenship</li> <li>• and Religious Education</li> </ul>
<p>Mathematics</p> <ul style="list-style-type: none"> <li>- Using and applying mathematics</li> <li>- Number</li> <li>- Shape, Space and Measures</li> </ul>	

3.40 The use of P scales is statutory for reporting teacher assessment in English, mathematics and science to the DfE at the end of Key Stages 1 and 2. P scales can also be used for reporting teacher assessment to parents in other national curriculum subjects and at other times.

3.41 In summary, personalised pathways to learning are underpinned by a fully differentiated approach to the National Curriculum. Through their learning, pupils are encouraged to fulfil their potential and develop confidence, self-esteem and a wide range of key skills. Alongside this, strategies to enhance and develop communication skills are delivered through a range of interventions.

3.42 At Key Stage 4, students can embark upon externally accredited courses in many subject areas, which are commensurate with individual ability. In addition to GCSEs, pupils could do Entry Level Certificates, AQA units and ASDAN.

3.43 Direct comparison between the attainment of children and young people with SEND in mainstream settings and in SILCs should be avoided. There is a different context to pupil assessment within a SILC and it is not exclusively focused on learning outcomes, but can also be on the relevant attainment of life skills; for example achieving greater independence.

## Key Stage 2

3.44 At KS2, as the data in the table below illustrates, SEND pupils do not perform as well as SEN pupils nationally across all categories of SEND, with the exception of those pupils categorised as School Action Plus who have equalled or exceeded the

national School Action Plus figure over the past three years. CYP at School Action level received learning intervention for a large number of reasons, which include for SEND, and so the data reflects this larger diversity of need.

- 3.45 At a national level, of all reported pupil characteristics, pupils with SEND have the largest attainment gap when compared to those without any identified SEND.

Comparison of Leeds and national KS2 results – percentage of pupils achieving level 4 or above in Reading, Writing and Maths for the periods 2011-12, 2012-13 and 2013-14:

Category	2012	2013	2014
Leeds Non SEND	85	85	87
National Non SEND	88	88	90
Leeds School Action	32	36	35
National School Action	41	42	47
Leeds School Action Plus	33	31	36
National School Action Plus	29	31	36
Leeds Statemented	6	12	7
National Statemented	13	14	15

#### Key Stage 4

- 3.46 At the end of Key Stage 4, in mainstream schools and SILCs, one of the main performance indicators, in 2013/14 and previous years, is '5+ A\*-C GCSEs (or equivalent) including English and mathematics'. This is one of the key indicators reported for attainment each year in DfE performance tables.
- 3.47 The table below describes the attainment of SEND and non-SEND pupils at the end of KS4 in Leeds mainstream schools in 2011-12, 2012-13 and 2013/14.

Category	2012	2013	2014
Leeds Non SEND	98	99	97
National Non SEND	99	99	98
Leeds School Action	93	93	81
National School Action	95	96	89
Leeds School Action Plus	78	81	57
National School Action Plus	85	86	76
Leeds Statemented	45	48	25
National Statemented	51	52	40

- 3.48 Direct comparison between the 2013/14 GCSE and equivalent results and those of previous years is problematic as two major reforms were implemented which have affected the calculation of KS4 performance data for 2013/14.
- 3.49 These reforms, which arose from Professor Alison Wolf's Review of Vocational Education, were to:
- Only include qualifications in performance measures which meet the new quality criteria. This led to the removal of around 3,000 unique qualifications from the performance measures between 2012/13 and 2013/14;

- Adjust the associated point scores for non-GCSEs so that no qualification would count as larger than one GCSE in size. For example, where a BTEC may have previously counted as four GCSEs it was reduced to the equivalence of a single GCSE in its contribution to performance measures.
- Restrict the number of non-GCSE qualifications that count in performance measures at two per pupil.

3.50 These reforms should be taken into consideration when reviewing the 2013/14 results alongside previous years. These changes only apply to figures shown for 2013/14.

For further information relating to the information provided above on Leeds attainment figures see appendix 7.

3.51 Attainment results for particular category of young people with SEND, those with either a hearing impairment (HI) or a visual impairment (VI) is available from the National Sensory Impairment Partnership (NATSIP). Their benchmarking data for 2012-2014 attainment shows that in Early Years and Secondary education (end of KS 2 and to the end of KS 4) pupils with either HI or VI in Leeds have attainment levels below the national average. However for primary education at KS 2 Leeds has above the national average in attainment. A copy of the (NATSIP) benchmarking data is included in appendix 8.

3.52 The local authority's role in school improvement is now one of providing support and challenge through school improvement adviser allocations that are targeted according to need. Schools can also buy additional adviser support, and could choose to use this to focus on raising attainment for particular pupil groups, such as SEND learners. The local authority works with its schools and settings to drive developments through influencing city-wide school improvement strategies, as this top-down model has been replaced nationally with a move towards system-led improvement practice. The Learning Improvement Team will work with leaders from within our schools sector to both provide and enable training and support across the city.

3.53 Both primary and secondary schools are able to access analytical tools to help them identify where vulnerable groups (including, but not restricted to SEND learners) are making less progress or attaining less well than the rest of the cohort. Schools are able to access support and training around making good use of systems such as Fischer Family Trust, Raise Online and school data analysis provided by the children's services to support their school improvement planning. The role of governors is also critical in holding schools to account for the outcomes of all pupil groups.

3.54 For many SEND learners, there may also be support needs beyond a child's learning needs, as well as within their families. Clusters are the route by which schools access much of this additional support. There is now a SILC Cluster which will be working to understand the needs and views of families with children and young people with complex needs.

## **Attendance**

- 3.55 The DfE uses two key measures to monitor pupil absence; overall absence and persistent absence.
- 3.56 Children and young people with SEND in general, have a higher percentage of overall absence and persistent absence than non-SEND pupils. Nationally in 2013/14, pupils with a statement of special education needs (SEN) had an overall absence rate of 7.5% whereas pupils with no identified SEND had an overall absence rate of 4.1%, and the percentage of pupils with a statement of SEN that are persistent absentees (11%) is more than four times higher than the percentage for pupils with no identified SEND (2.6%). Further investigation is required as to whether pupil absenteeism is as a consequence of hospital care or social, emotional and mental health needs.
- 3.57 In relation to attendance at Primary Stage, attendance has improved across all SEND groups in Leeds in the last three years, with the biggest increase of 1.7 percentage points for pupils who are categorised as statemented, putting Leeds in line with the national average.
- 3.58 At Secondary Stage, attendance has also improved across all SEND categories in the last three years, but despite this Leeds remains below the national average across all SEND groups. School Action pupils have the highest attendance rate of 92.9%, an increase of 1.8 percentage points, compared to the national increase of 0.7 percentage points, bringing the Leeds' result more in line with the national average.
- 3.59 From the perspective of SILCs, low levels of attendance have been a long standing cause for concern at SEMH SILC. This school is now buying into the traded attendance service and the developing SILC cluster partnership has arranged an OBA session on attendance to take place in October.

For further information relating to the information provided above on Leeds attendance figures see appendix 7.

## **The Post 16 Education Offer in Leeds**

- 3.60 The Leeds Pathways website<sup>4</sup> provides young people with help, advice and information on careers, courses, supported learning, jobs and apprenticeships. The supported learning page has information about all of the different providers for more complex needs.<sup>5</sup>

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<sup>4</sup> Leeds Pathways <http://www.leedspathways.org.uk>

<sup>5</sup> Post 16 education offer -

<http://www.leeds.gov.uk/docs/post%2016%20education%20offer%20document.pdf>

- 3.61 There is a Post 16 High Needs Students Steering Group which is made up of representatives of post 16 education providers, partners from education, health and social care services (adults' and children's services). The steering group agreed that all post 16 education providers who access funding from LCC should be asked to publish simple details of their individual offer of support for children with SEND on their own websites and/or provide printed information.
- 3.62 The steering group, with VIC, undertook a survey - the Learner Voice Participation survey - with students in years 9 to 14 with SEN and/or disabilities. 500 surveys were given out across all mainstream secondary and special schools in Leeds. 121 surveys were completed and returned. Comments in the surveys influenced the final offer.

### **Post 16 SILC Offer**

- 3.63 Post 16 provision within the city's SILCS is designed to develop confidence, self-reliance and independence skills through vocational, key skills, personal and social development teaching framework.
- 3.64 SILC sixth forms provide individually-tailored pathways where SEND young people can gain a range of qualifications that prepare them for adult life. They are also often provided with opportunities to take on responsibilities. In addition, there are extensive community links which afford SEND young people work-related opportunities and, where appropriate, some gain the educational and social benefits of learning at a further education college.

### **EHCPs and destinations**

- 3.65 The new EHCP can go up to age 25 for those who stay in education and have complex needs. The EHCP focuses on the aspirations of young people and on intended destinations into adulthood. Young person centred reviews in year 9 begin to explore intended destinations and the EHCP ensures that a young person's education and learning better prepares them for the transition into adulthood and an appropriate positive destination; whether that be into further learning, employment, independent or support living, or a meaningful adult life. The initial year of conversions to the new EHCP has been successful and Leeds has been recognised as demonstrating good practice by the DfE. The local authority in partnership with post 16 education providers has designed and implemented a fair and equitable process for funding Post 16 learning.
- 3.66 Complex Needs Specialist Transitions Advisors (STAs) have worked closely with education providers and year 11 students with SEND to ensure that all year 11 students with an EHCP had a planned education, training or employment (ETE) destination at the end of year 11 (June 2015).
- 3.67 There are in the region of 350 young people in post 16 education receiving additional funding to enable them to have their SEND needs meet. Precise figures for the 16-25 cohort (2015/16) will be available later in the autumn / winter 2015 once the: funding deadline has passed; decision panels have been held; and, the annual reviews / conversions from LDs to EHCP have taken place.

- 3.68 A post 16 (HNS) providers' forum has been established and ran an OBA turning the curve workshop exploring ways to increase the numbers of young adults with SEND accessing the world of work when they leave post 16 provision. As a result a supported internship pilot for post 16 students with SEND has been established. LCC is working closely with employers, post 16 providers and supported employment advisers and a strategic group chaired by Cllr Dowson is overseeing the supported internship pilot.
- 3.69 The supported internship is a study programme offered by colleges and post learning 16 providers. They aim to help young people with learning difficulties and disabilities achieve paid employment by giving them the skills and experience they need through learning in the workplace.
- 3.70 We recognise that we need to do more to develop insight and intelligence into the actual destinations of school leavers and 16-25 year olds with EHCPs. Work is underway to develop a post 16 high needs student scorecard and put systems and processes in place to: match data across various systems; track; monitor; and, report on actual destinations of 16-25 year olds with EHCPs. For example, the next wave of conversions will include converting LDAs to EHCPs. This process will be used by STAs and SENSAP to capture where all 16-25 year olds with an EHCP are in terms of ETE and put plans into place that focus on preparation for, and destinations into, adulthood.
- 3.71 Work is also planned to co-produce a 'preparation to adulthood' strategy for Leeds. The strategy will bring together all key partners and activity across Leeds with a focus on working with young people with EHCPs, their parents / carers to ensure a successful transition into adulthood.

### **SEND Young People Not in Education, Employment or Training (NEET)**

- 3.72 An update report on progress relating to increasing numbers of young people in employment, education and training which included information on young people with SEND was presented to Children and Families Scrutiny Board on 10<sup>th</sup> September 2015. Information covered in the report included data between November 2014 and January 2015 on young people tracked as SEND; information on the conversion of young people with SEND to EHCPs; the establishment of the supported internship pilot for post 16 students and information on the emerging different approaches to careers duties. The full report presented to Scrutiny Board in September 2015.<sup>6</sup>

### **Preparing for Adulthood**

- 3.73 Leeds City Council transitions team is jointly funded by adults and children's services. They are a multi-disciplinary team (mainly social workers) with a wide range of skills, knowledge and experience who work city wide to provide specialist advice, guidance and support to young people with a range of disabilities and or complex health needs. The team work with young people between the ages of 14

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<sup>6</sup> <http://democracy.leeds.gov.uk/ieListMeetings.aspx?CommitteeId=1037>

and 25 years and also support their families, parents and carers during this journey from childhood into adulthood.

- 3.74 The team works closely alongside other social workers (both children and adult), education providers and health professionals, as well as a wide range of voluntary and independent sector providers to assess the life choices for the young person in the longer term and not just the immediate future.
- 3.75 The young people who are eligible for this service:
- Have a diagnosed disability; and
  - Have an allocated social worker from Children's Social Work Service who has identified that the young person may have care and support needs from adult services; and
  - Have either a Statement of Special Education Needs or an EHCP; and
  - Are between the ages of 14 and 25 years; and
  - Must live within the Leeds boundary
- 3.76 Pathways between Children's Services and Adult Social Care (ASC) are currently being developed to ensure that children with special educational needs are effectively screened for eligibility of service under the Care Act 2014 at the adult point at 17.5 years. Those young people with a disability will be referred to the transitions team, who will assess and identify the correct adult pathway to provide social care support post 18. It has been identified that the transitions team will be able to recruit two additional staff to take into account the increase in role and workload. The team works with young people who may not have had social workers and received services via the Common Assessment Framework. Under the current criteria these young people would not have been eligible for a service as they would not have had an allocated children's social worker. Nevertheless they can still have a level of need requiring adult services.

## **4.0 Corporate Considerations**

### **4.1 Consultation and Engagement**

- 4.1.1 Consultation and engagement information is included in the body of this report. Where further information is required relating to consultation and engagement more details can be requested from the relevant services.

### **4.2 Equality and Diversity / Cohesion and Integration.**

- 4.2.1 Equality Improvement Priorities have been developed to ensure our legal duties are met under the Equality Act 2010. The priorities will help the council to achieve its



ambition to be the best City in the UK and ensure that as a city work takes place to reduce disadvantage, discrimination and inequalities of opportunity.

- 4.2.2 It is stated that ‘Among adults of working age, those with a disability are roughly half as likely to have degree level qualifications as those without, and lower qualifications levels impinge directly on employment prospects. The evidence suggest that young people with disabilities today are still significantly less likely than their counterparts to gets good GCSEs and to enter higher education.’<sup>7</sup> Equality and diversity will be a consideration throughout the Scrutiny Inquiry and due regard will be given to equality through the use of evidence, written and verbal, outcomes from consultation and engagement activities.
- 4.2.3 The Scrutiny Board may engage and involve interested groups and individuals (both internal and external to the council) to inform recommendations.
- 4.2.4 Where an impact has been identified this will be reflected in the final inquiry report, post inquiry. Where a Scrutiny Board recommendation is agreed the individual, organisation or group responsible for implementation or delivery should give due regard to equality and diversity, conducting impact assessments where it is deemed appropriate.

### **4.3 Council Policies and City Priorities**

- 4.3.1 This inquiry will assist in achieving outcomes and priorities as defined in the Children and Young People’s Plan 2015-2019; Child Friendly City Priority Plan and Leeds SEND Strategy 2014-17.

### **4.4 Resources and Value for Money**

- 4.4.1 The level of investment in children and young people with SEND is considerable. It is therefore particularly important that these young people achieve the best possible life outcomes.

### **4.5 Legal Implications, Access to Information and Call In**

- 4.5.1 None

### **4.6 Risk Management**

- 4.6.1 There are no risk implications relating to this report. At the conclusion of the inquiry any identified risk will be reported in the final inquiry report.

## **5.0 Conclusions**

- 5.1 The number of children and young people with SEND in Leeds is significant and rising. In keeping with Leeds’ aspiration to have a strong economy in a

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<sup>7</sup> Equality and Human Rights Commission – How Fair is Britain <http://www.equalityhumanrights.com/about-us/our-work/key-projects/how-fair-britain/full-report-and-evidence-downloads>

compassionate city, it is important that the potential of this group of citizens is maximised.

5.2 A new Ofsted framework for area inspection of SEND will test the extent to which young people with disabilities and special educational needs

- make progress towards high expectation targets
- progress to higher education or employment
- are able to live independently
- participate in society
- are as healthy as possible in adult life.

5.3 An enquiry by the Children and Families Scrutiny Board into the experience of these children and young people is therefore timely and will assist in determining what actions need to be taken by Leeds City Council and its partners to secure the best possible outcomes.

## **6.0 Recommendations**

The Scrutiny Board (Children and Families) is recommended to:

6.1 Focus its enquiry on the experience and attainment of children and young people who receive services at the statutory level i.e. those with a Statement, LDA or EHCP. Recent government changes in the classification of children and young people requiring SEN support or statutory services has impacted negatively on the School Census data that the authority uses to identify type of need and severity of need, and therefore this large group is difficult to discuss with confidence.

6.2 Consider the experience of young people from Y9 upwards in the first instance.

6.3 Consider what would be helpful in terms of visits; dialogue and other means of engagement in exploring this issue in more depth.

## **7.0 Background Documents<sup>8</sup>**

None

## **8.0 Appendices**

- 1) Copy of the LA EDCM charter
- 2) Responses to the LA EDCM Charter
- 3) Leeds SEND Strategy 2014 – 2017
- 4) Leeds Local Offer Annual Feedback Report

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<sup>8</sup> The background documents listed in this section are available to download from the Council's website, unless they contain confidential or exempt information. The list of background documents does not include published works.

- 5) ECHP Review Report - SENSAP, Complex Needs Service, Leeds Children Services – link to be provided
- 6) Demographic data
- 7) Leeds SEND Attainment and Attendance data
- 8) NATSIP Outcomes Benchmarking data