
Bristol Local Area SEND self-evaluation

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1. Executive summary

- 1.1 In Bristol we have the highest aspirations for all our children and young people, including those with special educational needs and or disabilities (SEND). We are committed to working in partnership to meet the requirements of the Children and Families Act in a way that is ambitious, inclusive and realistic in a challenging financial context.
- 1.2 As an area we recognise, and this self-evaluation confirms, that while there are many examples of good practice, there is work to be done to reach the aspirations of Bristol's children and young people with SEND, and the Children and Families Act.
- 1.3 This self-evaluation describes how effectively the local area **identifies, assesses and meets the needs**, and **improves the outcomes** of the different groups of children and young people with SEND.
- 1.4 Key strengths and areas for development are described below. Areas for development are being addressed through the local area SEND Action Plan, which is being delivered by the Local Area SEND Strategic Partnership Group ("the SEND Partnership Group").
- 1.5 Key strengths include:
- **Strengthened governance arrangements** have been in place since March 2019 and are driving improvement activity. Overseen by the Health and Wellbeing Board, the Local Area SEND Strategic Partnership Group has developed a local area SEND Strategy and has helped to prioritise SEND across the partnership.
 - **Early Years' Service – effective partnership working and training** is in place for practitioners to identify, assess and meet the needs of young children with SEND. The health visiting service is working with children's centre staff to undertake joint development reviews at two years old. There is good identification of young children with SEND and the majority of those with more complex needs are supported by maintained nursery schools which have specialist skills and expertise.
 - **Good and improving SEND outcomes at Early Years Foundation Stage (EYFS).** The proportion of children receiving SEN support achieving at least the expected standard in all Early Learning Goals (ELGs) has improved significantly in 2018 and is above England average. There is a similar trend for children receiving SEN support achieving a good level of development at EYFS.
 - **Bristol Parent Carers** provide a range of effective consultation and engagement mechanisms and have influenced recent commissioning decisions, including the recommissioning of targeted short breaks and Bristol SEND Information, Advice and Support Service.
 - **Project Rainbow** is an example of collaborative working between the council, young people, families, post -16 provider and partner professionals to improve Bristol's local offer for young people with SEND post-16. This 5 year project, of which we are in year 3, has already demonstrated great success in improving the preparing for adulthood outcomes and opportunities for young people with SEND. The success of this project has led to the establishment of a second site which increases capacity for young people to develop independence skills.

- There are good examples of **effective joint commissioning** and the use of pooled budgets, including short breaks, child and adolescent mental health services, and autism services.
- The **Joint Agency Panel (JAP)** includes representatives from education, social care and the CCG, who meet monthly to review the needs of children and young people with complex needs who require a jointly funded package of support.
- **Low numbers permanent exclusions for children with SEND** (and none for children with EHCPs) have been achieved through the work of the Alternative Learning Provision Hub and partnership working in schools.
- **Improving educational outcomes for children with SEN Support at all Key Stages** which are in line with England averages for this cohort. This includes achieving the expected standard in reading, writing and maths at Key Stage 2 and Attainment 8 score at Key Stage 4. There has also been good progress for children in our care with SEND.

1.6 Key areas for development include:

- **Timeliness and quality of Education, Health and Care Plans (EHCPs).** The timeliness of issuing new EHCPs and completing annual reviews is poor and has resulted in very low parental confidence in the local system. While workforce development training has impacted positively on the quality of contributions to EHCPs, parents tell us that the overall quality of children's plans still needs to improve. A funded recovery plan to address backlogs and achieve compliance with statutory timescales by December 2019 is now in place, and, an improved quality assurance framework has been developed to drive and monitor quality.
- **Challenges to decisions.** The number of challenges being made to decisions of the local authority and to the content of EHCPs is a significant concern. An officer has been recently appointed to manage mediations, appeals to SENDIST and to liaise with parents on disagreements.
- **Local offer.** Significant work has taken place to improve the Local Offer and the website has been being co-produced by the Council, CCG and Bristol Parent Carers since September 2018. Further promotion and awareness-raising needs to take place to ensure it to become the go-to source of information for children, young people, families and carers.
- **Inclusion and access to mainstream education.** The proportion of children and young people with EHCPs in mainstream schools is low in comparison to other areas. This is due to a previous capital strategy that invested in special school provision which has influenced parental choice and a local top up funding arrangements that have contributed to an unusual EHCP profile. There is also inconsistent inclusion practice across the mainstream school system, which is a concern that is shared by Bristol Parent Carers.
- **Attendance and exclusions.** There is poor school attendance, high persistent absence and high levels of fixed term exclusions for children with SEND. Focused work to improve this situation is taking place, including tracking guidance and training by Education Welfare, promoting positive attendance through the Hope Virtual School and Bristol Inclusion Panel, and Fair Access Panels. Behaviour management approaches will

be developed that acknowledge issues such as adverse childhood experiences for all vulnerable pupils including those with SEND.

- **Low numbers permanent exclusions for children with SEND** (and none for children with EHCPs) have been achieved through the work of the Alternative Learning Provision Hub and partnership working in schools. Although we have reduced PX for SEND, we still have too many CYP with SEND in AP and are actively working with schools to address this. We have made significant progress with our joined up working with the school sector over the past three years. Council services and schools are acting to reduce the number of children with SEND going into AP through:
 - Limiting the amount of AP that schools can access - with their agreement and involvement in managing referrals to and from AP.
 - Increasing the focus and scrutiny on graduated response and early intervention before referring to AP.
 - All 22 secondary schools, 2 PRUs and 3 AP Schools meet every fortnight at Bristol Inclusion Panel) to jointly manage movement into and out of AP.
 - Headteachers/Principals are acknowledging and investing in improving our systems use and access. We have a collaborative, dynamic and functional approach, imperfect but open to change and improvement.
- **Educational outcomes for children with EHCPs.** Attainment and progress measures for children with EHCPs at Key Stage 2 and Key Stage 4 have declined and are below England average. A number of strands of work are underway to address this, including a targeted school improvement commission from the inclusion service and an improved offer of preventative and or targeted work undertaken by specialist services (Educational Psychology, Autism Teams, Sensory Support Services, Alternative Provision Team, for example) to support education settings.
- **Preparation for adulthood.** We do not effectively start transition planning for young people with SEND from the age of 14 years, meaning that individuals are being prepared for adulthood as young adults rather than as children. NEET rates for SEND young people have also been higher than in other areas, although this is improving. This impacts on the ability to commission the most appropriate and cost-effective support for young people with SEND. A fully funded proposal for a Pathway to Adulthood team beginning work at 14 years has been approved and funded to address these issues and deliver better outcomes.
- **Use of data and intelligence.** Data quality assurance mechanisms need to be in place and data needs to be used more effectively across the local area to inform planning and commissioning and drive improvement.
- Whilst there are some good examples of **joint commissioning** there is not consistent practice in all commissioning activity. Following staff restructures in the CCG and BCC, with the loss of a jointly funded strategic manager, new arrangements for strategic joint commissioning need to be established that can replicate the good practice in JAP at an operational level as well as ensuring that needs identified at operational level feed into strategic developments.

2. Introduction

- 2.1 This self-evaluation details the extent to which the Bristol local area is effectively identifying, assessing and meeting the needs of children and young people with SEND and improving outcomes. It cannot (and does not) reflect in detail the total range of work going on across the area or the many developments planned.

3. Leadership

- 3.1 In January 2019, Bristol's first One City Plan was published. Partners from across the city's business, charitable, academic and public sectors all contributed to the first draft of the plan which aims to make Bristol a fair, healthy and sustainable - a city of hope and aspiration, where everyone can share in its success. This includes a commitment that by 2050 everyone in Bristol will have the best start in life, gaining the support and skills they need to thrive and prosper in adulthood including improved support for children with special educational needs in the city. A range of policies and strategies including the Children's Charter, Children, Young People and Families Strategy, Accessibility Strategy set out the local area's ambition to create an inclusive city, our SEND Strategy is aligned to these.
- 3.2 Governance and Leadership structures have strengthened and improved delivering investment, resources, improved partnership and engagement with parent carer forum and chair.
- 3.3 The SEND Partnership Group drives and oversees the changes required to fully implement the SEND reforms as outlined by the Children and Families Act 2014 and the SEND Code of Practice 2015.
- 3.4 The SEND Partnership Group will provide drive and oversight by:
- Having a detailed understanding of the area's strategic position, and substantive SEND functions.
 - Developing the SEND Action Plan, reviewing existing documentation, and developing new draft documentation with partners and the parent carer forum.
 - Driving the delivery of the SEND Action Plan through sub groups and linking together improvement, assurance and development, and training.
 - Stress testing the system, to ensure that demand fluctuations are understood and reported, and monitoring performance to ensure all partners are held to account and develop linked in service level solutions to issues as they arise.
 - Collating feedback and event material, and tasking and supporting engagement and participation events.
 - Monitoring operational development and parental engagement of the Local Offer and driving the development of Joint Commissioning.
 - Reporting through Governance and Leadership fora.
- 3.5 We are committed to driving improvement in our quality of practice and compliance. We will do this through a robust **Quality Assurance Framework** that is centred on scrutiny and high support and high challenge.

3.6 The QA Framework includes:

- A Multi-Agency Improvement Board with an Independent chair (DfE/LGA Advisor) who will provide high support and high challenge to the partnership system through the triangulation of performance data, feedback and complaints and multi-agency audit of casework.
- A Performance Board monitoring and scrutinising data and analysis of progress and pace, underpinned by team level monthly performance clinics to ensure that managers understand the link between practice quality and data.
- Reporting from the SEND Partnership Group by exception.
- Individual service level audit and quality check and workforce appraisal.

3.7 The Health and Wellbeing Board (HWB) has oversight of arrangements and outcomes for children and young people with SEND and holds the SEND Partnership Group to account for delivery of the SEND Strategy and SEND Action Plan. The membership of the HWB includes two Senior Executive SEND champions to provide oversight and challenge on behalf of the Board.

3.8 Within the Bristol, North Somerset and South Gloucestershire Clinical Commissioning group (BNSSG CCG) the Director for Transformation has the over-arching responsibility for SEND. The Designated Clinical Officer (DCO) for Bristol works in collaboration with the DCO for South Gloucestershire and North Somerset.

3.9 Local governance arrangements for SEND are illustrated below.

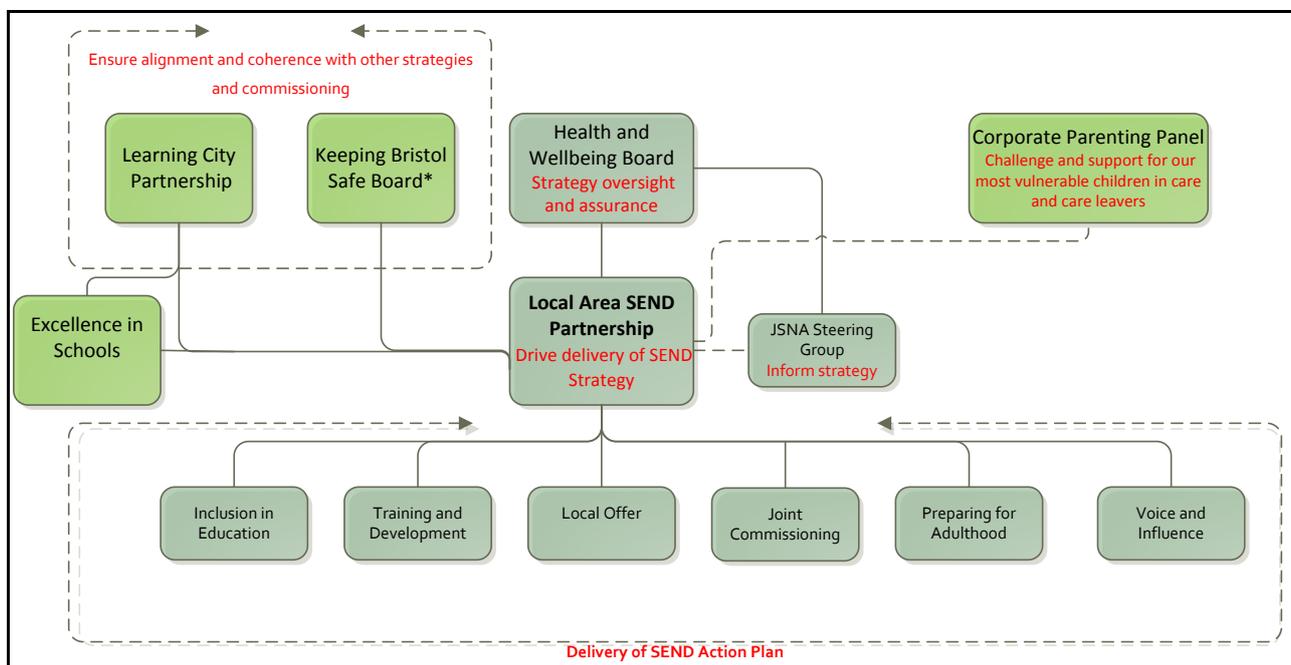


Figure 1: Strategic governance arrangements

3.10 The documents key to the improvement framework for SEND and their relationships are illustrated below.

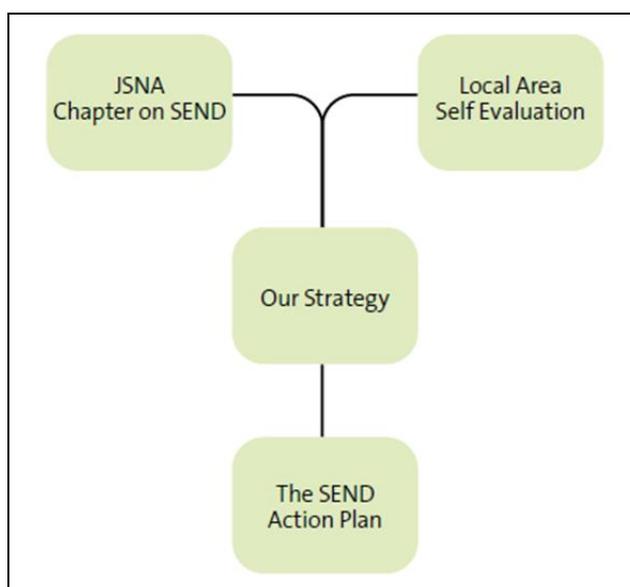


Figure 2: SEND Improvement Documents

- 3.11 The Bristol Strategy for Children and Young People (0–25) with Special Educational Needs and Disabilities 2019–2022 sets out our vision and key work areas through which we will deliver improved and effective provision and services for children and young people with SEND. The SEND Action Plan sets out our priorities and how we will work together to deliver this strategy.
- 3.12 The Bristol SEND Joint Strategic Needs Assessment spotlight report (June 2019) includes detailed data on needs and outcomes, evidence of effectiveness, local views, good practice, analysis and proposed recommendations.

4. Joint Commissioning

- 4.1 The SEND Partnership Group is overseeing the development of the Bristol Joint SEND Commissioning Strategy (“Joint Commissioning Strategy”). The Joint Commissioning Strategy will set out our strategic response and approach to meeting the needs of children and young people in Bristol with SEND including how we use our existing Section 75 Pooled Budget between the Council and the CCG. There is a newly recruited Joint Commissioner appointed by the Council ‘Peoples’ Directorate and the CCG.
- 4.2 There are many good examples of joint commissioning between the council and Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group (BNSSG CCG) and effective use of pooled budgets including:
- Community Children’s Health Partnership (CCHP), for which BNSSG CCG is the lead agency and Bristol City Council is an associate commissioner. BCC were involved in the programme board to commission this contract and Strategic Commissioning and Public Health reps participate in the regular quarterly contract management meetings.
 - BNSSG CCG is a partner in Bristol City Council’s Youth Offending Team and contributes £117k to the pooled budget.
 - The Targeted Short Breaks offer for disabled children has recently been recommissioned. For further details see Appendix 1 Good practice example – Recommissioning of Targeted Short Breaks Service.

- The Joint Agency Panel, including representatives from education, social care and the CCG, meet monthly to review the needs of children and young people with complex needs and agree jointly funded packages of support together. This is good practice at an operational commissioning level and now needs to be replicated at strategic level. There is a meeting planned in July to bring relevant partners together to establish the strategic group. This group will report into the Local Area SEND Partnership Board.
- The area has jointly commissioned the SEND Information, Advice and Support Service for Bristol. The commissioning was facilitated by an agreement to increase the joint budget for the service.
- NHS England and BCC, working with S Gloucestershire Council, jointly commissioned an Intensive Positive Behaviour Support for Autism (IPBS-A) pilot until January 2020. Discussions are underway to agree future funding to continue the service.
- Bristol is working with 12 partner local authorities, on a commissioning exercise to procure a flexible framework to purchase independent and non-maintained special schools (INMSS) placements. Working together the local authorities will ensure good safeguarding practice, high quality and service improvement as well as value for money in their placements. The Principal Commissioning Manager is a member of the National SEND Special Interest Group and is currently involved in developing a placement fee template which DfE hopes to adopt as a national template. For further details see Appendix 2 Good Practice example - Framework to purchase independent and non-maintained special schools (INMSS) placements.
- The Bristol Autism Team, Family Learning & Family Support Hub (FLFSH): funded largely through S75 agreements, the Hub is often the first point of contact for a family following a diagnosis of Autism or going through the assessment process as part of the Autism Care pathway. The team's aim is to provide support by signposting and helping families navigate services and information. Through service feedback we know this helps families in crisis, prevents family breakdown, decreases social isolation and improves attendance and attainment for YP with ASC/ SEND.
- With a focus on independent living, 15 housing units (across three housing schemes) with care and support are being commissioned for young people moving in to adult services in 2019-20. Young people and their families are co-producing the build specification, care and support design with commissioners and will be involved in awarding the contract.
- Project Rainbow, previously mentioned, has been jointly commissioned by the Council and City of Bristol College, providing an education residential training centre through The Brislington Centre and from January 2020 moving on 'pods' to develop further their independence. A new site has now been identified north of the city so that we have a city-wide offer and this is planned to be built and opened in 2022/2023.

4.3 There are currently a variety of commissioning arrangements that operate in Bristol City Council: there is a Strategic Commissioning team that is based in Children and Families division and delivers services across Early Intervention, Social Care and some Education provision. There is a Placement brokerage team in Social Care and a SEND team in Education that deliver operational commissioning, particularly placements and both teams are part of the JAP arrangements, though Strategic Commissioning is not. In addition some services are commissioned directly by operational staff for example NEET provision. This can lead to inconsistent commissioning practice and on occasion duplication which makes it difficult to deliver a coherent, effective and efficient service offer, and can result in a fragmented offer to service users. In addition it can make it difficult to ensure the right

‘join up’ with the relevant partners to effectively deliver joint commissioning. As a result there is currently a drive to review these arrangements with the aim of bringing Children’s Services Commissioning together in a single team.

5. How effectively does Bristol identify children and young people with SEND?

5.1 Identify: What we do

5.1.1. Early years

The Early Years’ Service aims to give every child a good start in life through the provision of an integrated offer of early education, childcare, health and family support services. This is delivered through Early Years settings (including childminders), schools and Children’s Centres in partnership with Health, Families in Focus and the Voluntary sector to support this aspiration. Special educational needs provision for children in the early years is jointly planned and delivered with these key partners so that children and families can access an equitable service offer across the city.

Children with SEND are identified through a range of early opportunities including:

Children’s Centres

- live birth data is shared with Children’s Centres, enabling early contact to be made with families by Family Support practitioners;
- information sharing protocols are in place with Health Visitors to enable joint working and a coordinated approach;
- multi-agency intake meetings led by Health and attended by Early Years members support a coherent approach, though this more embedded in some areas of the city.

Early years settings private, voluntary and independent providers (PVI’s), childminders, nursery classes and schools

- Bristol’s Early Years settings are of high quality, nurseries and child minders have good or outstanding inspection judgements.
- every school and setting has a SENCo who is able to coordinate support for children with emerging and more complex needs. They are members of a SENCo Network that meets on a termly basis,
- joint commissioning is in place for a discrete Speech, Language and Communication (SLC) Early Years offer, providing an integrated approach to support for practitioners in early identification of SLC and clinical support for children and families.

5.1.2. Statutory school age

The Inclusion Service provides a link Educational Psychologist for every maintained, academy and free school in Bristol and works with children and young people across the city according to their needs and the requirements of schools and settings. There are Autism and Sensory Impairment Teachers and Primary Mental Health Specialists (PMHS) linked to each school age and Post 16 education provider in the city. There is also a Speech & Language Therapist for every (non-independent) primary and secondary school in Bristol offering school based drop-in clinics. This provides support to settings to correctly identify

children and young people who have SEND according to primary and or secondary needs (including comorbidity).

Families and education providers can make a referral to social care for an assessment through the First Response Single Point of Entry. The Disabled Children's Register is held in social care by the Disabled Children and Specialist Service, and parents can independently register their child. Referrals are also made to specialist SEND Services, Education Welfare, and Elective Home Education. The ambition is that this information will be collated on the SEND Data Dashboard to support planning and commissioning.

Bristol Autism Team and Sensory Support Service hotlines enable rapid access for children and young people with specific need types, families and education providers that support early identification.

5.1.3. **Health services**

Acute and secondary care services for children in Bristol are provided at Bristol Royal Hospital for Children. This is a regional centre which hosts specialist teams including paediatric intensive care, cardiac care, burns and plastics, oncology, renal, neurology, trauma and orthopaedics, dietetics, audiology including newborn hearing screening, diabetes care, and paediatric palliative care. Services are commissioned by NHS England (specialist services) and BNSSG Clinical Commissioning Group, who are responsible for monitoring performance. Maternity Services including Neonatal Intensive Care are provided at St Michael's Hospital and Southmead Hospital. NICU services are commissioned by NHS England and maternity services by BNSSG CCG.

Community Services for children and young people are provided by the Community Children's Health Partnership (CCHP). This includes community paediatrics, therapies, Child and Adolescent Mental Health, Public Health Nursing, and specialist services including looked after children's health, substance misuse, health and justice, sexually harmful behaviour. Referrals for these services can be made through the CCHP Single Point of Entry. Initial advice for parents concerned about their child can be obtained from the weekly Speech and Language Therapy, Occupational Therapy and Physiotherapy advice line that operates on a Wednesday morning. The advice line receives an average of five calls per session.

5.1.4. **Children in Care with SEND**

The HOPE School (the HOPE) is Bristol's Virtual School for Children in Care. The HOPE also offers advice and information to parents, carers and a wide range of professionals supporting previously looked after children. The Head of the HOPE works closely with Through Care Managers and the Children Looked after Health Team. The HOPE has a SEND lead who oversees the identification, provision and progress of children in care with SEND in the virtual school. The HOPE ensures that young people in care with SEND are attending appropriate settings and supports the identification of need and ensures that where progress isn't being made plans are reviewed and escalated as necessary.

All children in care have an initial health assessment when they come into care and then review health assessments every six months for children under five and annually for children over five. The health assessment produces a health care action plan which should indicate SEND or any health issues that may or may not be known already.

5.1.5. Support for Educational Settings

The Safeguarding in Education team organise network meetings for Designated Safeguarding Leads (DSLs) in schools three times per year. Part of the training is supporting schools with identifying vulnerable groups within their school system, including children and young people who have SEND. An additional series of meetings, again three times per year, have now been arranged for DSLs in special schools. Specialist safeguarding training has been provided for staff in special schools. This has been an opportunity for staff to explore issues, ask questions and build their knowledge and confidence in relation to the safeguarding of children both related to the SEND which they may have and also in relation to their lives more generally.

5.2 Identify: Is it effective?

5.2.1. Early years

Of the most disadvantaged two-year-old children in Bristol 69.3% are currently accessing their entitlement to a free early education place of a total of 1,808 eligible children. Of the two year old children who have been identified by the Department of Work and Pensions (DWP) as having complex needs and therefore allocated the Disability Living Allowance, 91% are taking up their offer of free early education.

In 2018, 372 children accessing early years provision received additional funding from the Early Years SEND panel for emerging or more complex SEND. The majority of children with more complex needs are accessing their provision in the maintained nursery schools which have specialist skills and expertise.

Overall, 10% of children in the Early Years Foundation Stage children receive SEN support. This is in line with the England average and slightly below our Statistical Neighbours (“SN”) average of 11%.

5.2.2. Primary schools

- The percentage of primary pupils with SEN support has remained stable over the last three years and was 12.7% in 2018, in line with SN and the England average (13.8% and 12.4% respectively).
- 0.7% of children in primary schools had an EHCP in 2018. This figure has reduced significantly over the last 9 years and is half the England and SN average of 1.4%.

5.2.3. Secondary schools

- In 2018 12.8% of secondary pupils were receiving SEN support. This has increased slightly over the last three years but remains in line with the SN average of 12.0%.
- The percentage of secondary phase pupils who have an EHCP has reduced significantly since 2016, and was 1.6% of pupils in 2018. This is now in line with SN and the England average.

5.2.4. Across all phases the percentage of all pupils with EHCPs in 2018 has decreased and was 2.4% in 2018. This is against a national increase in the numbers of pupils with EHCPs and is below the SN and England average of 2.9% pupils with EHCPs. However, the percentage of all pupils with SEN support is above the England average and in line with SN average. There are a lower proportion of children with newly issued EHCPs in mainstream schools than the

SN and England average. This is an area of concern and raises a range of issues including parental perceptions and the quality of inclusive practice in schools.

5.2.5. **Children in Care and care leavers** in 2019:

- 25.59% (141 out of 551) of children in care have an EHCP.
- 14.87% (62 out of 417) of current care leavers have an EHCP.

5.2.6. **Children in Need** (“CiN”)

The percentage of CiN with an EHCP increased to 26.6% in 2017 well above the SN average at that time of 17.2%. Following a remodelling of the Disabled Children Social Work Team, better targeted early help and family support services has reduced the proportion of CiN with EHCPs. The percentage of school-age CiN with SEN support is now in line with SN average.

5.3 Identify: Analysis

5.3.1. In Bristol a number of **strengths** have been identified:

- The Early Years’ Service is building on its strengths in terms of partnership working and training for practitioners to identify, assess and meet the needs of children and young people with SEND. Developments include:
 - Department for Education (DfE) funding has been obtained to train two trainers in the delivery of the new Level 3 SENCO award. The first cohort of PVI practitioners are now more than half way through their training and feedback from the lead organisation (NASEN) has recognised the quality of our Bristol programme. Our aspiration is to ensure that every PVI setting will have a Level 3 trained SENCO over the next three years.
 - Working with the Royal College of Speech and Language Therapists and I-CAN on a funded programme to improve parents’ awareness of their role in supporting their children’s early language and communication skills, which is focussing on training parent Communication Champions to provide peer support and developing the Home Learning Environment.
 - Participating in a DfE funded three year programme (PDF), which will provide Professional Development in Communication, Language and Literacy for early years practitioners in the most disadvantaged areas of the city. Skilling up the early years workforce will help to identify children experiencing CLL challenges and provide effective intervention.

5.3.2. The following **areas for development** have been identified:

- **Early years.** Although a strong infrastructure is in place to support the early identification of children and young people with SEND, it is not yet fully embedded, and in some instances children who neither take up their Early Education entitlement or access Children’s Centre services may fall through the net. A SEND identification process is now in development which will strengthen referrals from health services for any child in the early years who has been identified as having a special educational need or disability.
- **Use of data and intelligence.** It is acknowledged that although the data is available and reported we need to bring together and use the data to inform the SEND Action Plan

including joint planning and commissioning. Data quality assurance mechanisms, and training and development are also required.

- **Whole-system approach to identifying needs.** We know that there are some weaknesses and areas where the identification of needs does not take place or if it does this information is not consistently shared and collected, for example by GPs. Further training for health clinicians is to take place in Sept 2019 about identifying needs, assessment and meeting needs and achieving outcomes.

6. How effectively does Bristol assess and meet the needs of children and young people with SEND?

6.1 Assess and meet need: What we do

6.1.1. Early Years

- The Together@2 Review is an aligned approach that brings together the Early Years Foundation Stage for Early Years Professionals, and the Healthy Child Programme for Health Visitors, including the development and implementation of an integrated developmental progress check for two year olds which will provide opportunities to identify children following different developmental pathways that are not already known to the local authority and provide appropriate intervention. For further details see Appendix 3 Good Practice example - Bristol Early Years Together @2 Review.
- Rainbow Stay and Play groups offer a weekly drop in opportunity designed specifically for parents and carers with a child with SEND.
- The Early Years Portage and Inclusion Team provide support to families with children with SEND from birth to five years and early years practitioners.
- Bristol's National Teaching School works in partnership with the Early Years' Service to recruit and deploy Specialist Leaders of Education (SLEs) in response to early years priorities. There are currently 3 SLEs with specific expertise in SEND.
- Specialist Children's Centre Inclusion Practitioners (SCCIPs) provide dedicated support to children and their families who are accessing a childminding placement including ensuring the Childminder has the relevant training to meet the child's needs, supporting the Childminder in writing and monitoring the Individual Education Plan (IEP) and Individual Provision Plan (IPP). They also support the Childminder in applying for Early Years SEN Panel Funding and planning and arranging the completion of the Support Plan.
- Training for early years practitioners includes:
 - The Bristol Early Years Teaching School offer Initial Teacher Training 'Introduction to working with Children with SEND' annually and Continuous Professional Development (CPD) sessions 'An introduction to working with children with SEND' three times per year.
 - Early Years Lead Teachers are based in our 22 Children's Centre sites and provide support for settings at a universal level, visiting each PVI setting termly, to provide supported self-evaluation in relation to an identified priority focus. SEND has been a recent priority focus (autumn 2018/spring 2019) for the Lead Teacher visits to PVI settings.

6.1.2. Statutory school age

Of the children and young people with SEND in Bristol, 2,598 have EHCPs and 7,325 (aged 5-19) are supported at SEN Support level. We have co-produced a local area SEN Support Plan – ‘The Bristol SEND Support Plan’. Developed by the Inclusion in Education Group (representatives from early years, primary, secondary, post-16 and local authority) it has been trialled by SENCOs, includes input and feedback from parents and will be introduced from September 2019. Bristol’s Early Years, School Age and Post 16 Universal Descriptors provide guidance for education settings to accurately identify needs in line with the 0-25 SEND Code of Practice broad descriptions of need and or clinical diagnosis. The local Top-Up Process is recognised as being a factor which has contributed to Bristol’s unusual statistical SEND profile and as a result the Local Area SEND Partnership is reviewing the process and its impact.

The Statutory EHC Needs Assessment Panel (Panel 1 – decision to assess) considers requests for EHC assessments. This Panel meets weekly and has consistent representation from education, health and social care.

The Outcome of Statutory EHC Needs Assessment Panel (Panel 2 – decision to issue an EHCP) reviews the information gathered through the EHC assessment process and makes a decision on whether an EHC plan will be issued. This Panel meets fortnightly and has consistent representation from education, health and social care.

- 6.1.3. The **Bristol Autism Team Family Learning and Family Support Hub** provide Family Learning Courses and include the Bristol Autism Project (BAP) which provides a variety of family activities in the school holidays. For further details see Appendix 4 Good Practice example - Bristol Autism Team, Family Learning & Family Support Hub.
- 6.1.4. The **Bristol Autism Team Education Hub** provides written advice in the form of Toolkits for Early Years, Primary and Secondary settings. The Education Hub also provides specialist consultations to schools, and can offer direct input for Bristol-resident children and young people who meet the statutory criteria. The team delivers an important part of the EHC assessment processes, providing advice on all children and young people with a diagnosis of autism. They also contribute to EHC drafting meetings and annual reviews.
- 6.1.5. Following the **Autism Spectrum Health Care Pathway** children and young people in Bristol receive timely access to an autism diagnosis, being assessed and where necessary receiving treatment within 18 weeks.
- 6.1.6. There are **‘core offers’ in place for therapies and school health nursing** which describe how services work to deliver outcomes for children and young people. All CCHP delivered services aim to see children and young people within 18 weeks of referral. Local Area leaders in the CCG, Community Children’s Health Partnership (CCHP) and the Council are clear about who is financially responsible for providing therapy input to children with SEND where the child requires therapy provision that is above the core commissioned service offer for services.
- 6.1.7. **Thinking Allowed** (TA) is a specialist branch of the Child and Adolescent Mental Health Services (CAMHS) that provides clinical services for Bristol’s looked after children and those children who have been adopted and are referred by Bristol Post Adoption Support Service (BASS). TA is part of the Avon and Wiltshire Mental Health Partnership NHS Trust

(AWP). AWP was inspected by the Care Quality Commission in December 2018 which reported: "Thinking Allowed and Be Safe were examples of outstanding practice. These initiatives were dedicated to giving access to mental health therapies for looked after children, unaccompanied minors and asylum seekers, as well as children vulnerable to sexual exploitation ... Emphasis is placed on collaborative and multi-agency working, with child and adolescent mental health services working alongside social care services and primary medical services." TA provides structured psychological consultation and guidance to the professionals working in the systems surrounding children and young people looked after wherever Bristol City Council places them. This includes their carers, social workers and relevant health professionals. TA also provides training to social workers, foster carers and adopters. TA acts as a single point of entry for CAMHS referrals of children in the care of Bristol City Council. For children placed outside Bristol, TA refer to the local CAMHS resources or independent providers as agreed with Bristol Clinical Commissioning Group (CCG). TA seeks information from the providers to track and monitor the progress and outcomes of these referrals. TA does not have a psychiatric practitioner within the team and accesses this service from locality CAMHS teams. For further details see Appendix 5 Good Practice example - Thinking Allowed.

- 6.1.8. Schools, health professionals or social care workers that require additional support to meet the needs of learning disabled children and young people with complex emotional behavioural and mental health difficulties can also refer to the monthly **Complex Needs Group (CNG)**. This is the referral pathway for the Positive Behaviour Support Programmes, The Positive Behaviour Support Service (PBSS) and the Intensive Positive Behaviour Support-Autism project (iPBS-A), managed by CAMHS. The iPBS-A has delivered an intensive Positive Behaviour Support programme to children and young people with a diagnosis of autism and who do not have a moderate or severe learning difficulty, but challenging behaviour that places them at risk of Tier 4 residential placement (age 0-18 years but the service goes over this age to support transition to adult services). For further details see Appendix 6 Good Practice example - Intensive Positive Behaviour Support Programme.
- 6.1.9. **Transition pathways** are in place for health. These include UHB Medical (Children's Hospital) pathway, Lifetime Continuing Care Pathway and the CCC/CHC Transition Pathway.
- 6.1.10. The **Families in Focus team** offer "Team around the school" meetings or advice by telephone as part of a partnership with schools, area social work and other agencies. The focus is on prevention rather than crisis intervention and provides an opportunity for early conversations to take place about children and young people that schools are worried about, some of whom have SEND. As a result of these conversations agencies work together to provide early help and support and when appropriate advice and guidance to coordinate a plan to meet the child and family's needs.
- 6.1.11. **Children in Care**
The **HOPE Virtual School** works in partnership with a range of colleagues including those in social care and the SEND casework team supporting and developing practise to ensure setting and placement stability and appropriateness for all children and young people in care. The HOPE maintains an up to date SEND register for its pupils. Advocates track and monitor the progress of young people to ensure that progress is being made. HOPE staff

attend EHCP annual review meetings. Personal Education Plans (PEPs) are monitored and moderated to ensure a consistency of practise. This includes ensuring that the 'core offer' for the HOPE is distinguished from the Pupil Premium spend and both are supporting progress for each young person. At PEP meetings progress and attendance are reviewed and challenged and the young person's voice is heard and included within actions. The Council receive a copy of all Looked after Children health care action plans and the HOPE Virtual School has access to these.

6.1.12. **Preparing for adulthood, independence and employment**

The current **Preparing for Adulthood** team receives referrals for a proportion of young people with SEND aged 17 to 25 year olds. Therefore transition planning starts at this point, with adult services starting, and funded from 18. The limitations of this approach are widely acknowledged and as a result this has been an area of focus in the Better Lives programme (the adult social care transformation programme). Proposals for a Pathway to Adulthood Team have been developed and recently approved and funded (May 2019) to improve the current pathway for all young people aged 14 and over who will require adult services at 18 years and through to 25. One specific outcome is to offer local based services that enable young people to remain in Bristol, combined with working on every young person's strengths and skills through SMART plans, to ensure that when they reach adulthood they are able to be as independent as possible and be active members of their communities. For young people this means developing a culture of high aspirations alongside practical planning.

Project Rainbow is a successful collaboration between young people with SEND aged 16-24, parents, City of Bristol College and Bristol City Council. The project has been co-designed with young people and parents and carers, having identified through their own experiences that there was a gap in post-16 provision and opportunities for young people with SEND. It provides a residential training facility, the Brislington Centre, to prepare young people for adulthood. City of Bristol provides the Progression into Independence course which young people take in the first year of participating in the project. For further details see Appendix 7 Good Practice example – Project Rainbow.

With a focus on independent living, young people and their families are co-producing with commissioners the build specification and care and support design for **15 new housing units** (across three housing schemes) with care and support.

Bristol City Council has established an **integrated Employment, Skills and Learning Team** (ESL) which is made up of Adult and Community Learning, Apprenticeships, Employment Support and Post 16 Participation services. Overall, ESL aims to equalise education, employment and training and improve social mobility for young people post 16 and adults from priority communities, including Disabled people and those with additional learning needs:

- The Post 16 Participation Team promotes, encourages and tracks young people who have SEND aged 16-25 years into Education, Employment and Training in partnership with the SEND Casework Team.
- Bristol WORKS is a specialist project that champions' young people (under 16) who have SEND having experiences of work, this is through local businesses pledging their support to schools. They offer varied and diverse opportunities for young people to engage with business, employees, work places, and 'live projects'. See example below.

For Knowle DGE, the SEN school activity has included a visit from Ebby's kitchen who gave a specialist cooking session, whereby students were introduced to food preparation and tasting session. Students were fully engaged within the session. As a project extension to the wider hospitality opportunities, the learners then had two additional off site visits to other WORKS pledged employers, Bristol Hotel and the South Gloucestershire Cricket grounds hospitality and events provision. Through this whole experience the students were fully immersed into the work areas an able to explore the industry and ask questions of employers.

Example: Bristol Works activity available to Year 8 – 11 Year groups

- The Employment Support Service has established the new “Bristol Works for Everyone”, (BWFE), Employment Support Programme for young people with SEND. For further details see Appendix 8 Good Practice example - Bristol WORKS for Everyone.
- Bristol Community Learning Service (CLS) provides targeted community learning courses aimed at adults aged 19 plus without full level 2 qualifications.
- Bristol Apprenticeship Service (BAS) manages Bristol City Council's employee apprenticeship schemes and the On Site Bristol construction apprenticeship Programme. Young people who have SEND receive support to develop 'trade/industry' skills and help to develop functional English, Maths, ICT skills and an awareness of future career options once qualified or part-qualified.

As part of the transformation of the Bristol Preparing for Adulthood offer the pathways for transitions into adulthood from health, social care and education are being developed together to provide a wrap around service for all SEND young people. A lead professional for transitional planning is in the process of being recruited along with five workers to provide this specialist, performance managed, service to Bristol's young people and families. This service will provide an improved focus on independence skills into adulthood, agreed pathways and a Bristol multi agency preparing for adulthood protocol.

6.1.13. Local Offer

Bristol's SEND Local Offer was established in 2014 (originally known as Findability) and the website was jointly commissioned and co-produced by the Council, CCG and Bristol Parent Carers. The Local Offer website provides comprehensive information, services and resources for children and young people from birth to 25 years old with SEND, and for their families and carers. Over the initial 3 years, significant work took place on the Local Offer but due to resourcing issues this lapsed in 2018. Since January 2019 work has been taking place involving these stakeholders to update and improve some key aspects. We are now in a position to form a collaborative working group, including Bristol Parent Carers, The Listening Partnership and the CCG in reviewing, commenting on and influencing the content now published. The ongoing development of the Local Offer website will include a section for young people, which will be co-designed with young people. Once these enhancements have taken place a full publicity and marketing campaign will commence so that this website is seen as the 'one stop shop' for information and guidance.

6.1.14. SEND Information, Advice and Support Service

In partnership, Bristol City Council and Bristol, North Somerset and South Gloucestershire Clinical Commissioning Group have re-commissioned Bristol's SEND Information, Advice and Support Service (SENDIAS service) for 2019-2022 with an increased budget of £140,000

each year. Consultation took place with professionals, children and young people with SEND, and their parents and carers. This improved service commissioned will continue to be provided by Supportive Parents, including helpline open 5 days a week, providing monthly support group meetings and free parent courses designed to give an overview of relevant Education policies and specific information relating to special educational provision and training aimed at SENCOs, school governors and trainee Educational Psychologists.

6.1.15. **Engagement and co-production with children, young people, parents and carers**

Bristol Parent Carers (BPC) is one of the mechanisms by which we carry out strategic and service level engagement with parents and carers. Service managers from Education, Social care and Therapy Service leads have regular meetings with BPC. The Chair of BPC is also the Vice Chair of the Local Area Strategic SEND Partnership. Every month there are 'At Home' meetings at the BPC offices where professionals work with parents and carers about the development of, or changes to, services. BPC volunteers run Support Groups monthly in Central, North and South Bristol. Attended by advisors from the Carer Support Centre, Supportive Parents and social services these groups provide the chance for parent carers to get information, advice and practical support including help filling in forms as well as meet each other, share experience and have a free relaxing therapy. There is also a main participation event held in June each year.

Examples of the engagement of parent carers include:

- the **recommissioning of the Bristol SEND Information, Advice and Support Service 2019-2022**. Consultation on the new specification for the service took place at BPC 'At Home' meetings enabling the priorities of parent-carers to be included in the design of the new service (one example; ensuring a year-round service in the new specification). A BPC representative was part of the evaluation panel of the tendering process for this new contract.
- the **recommissioning of Targeted Short Breaks**. At the BPC main participation event in 2018, workshops were facilitated to enable parent carers to provide feedback on the consultation for the new Short Breaks commission 2019-2022. The commissioning team also attended 'At Home' events and participation workshops as well as conducting a survey to explore specific parts of the new service design and gain the views of parent carers.
- in March 2019 Bristol Parent Carers and Bristol's Disabled Children and Specialist Services held a **Pan-Cultural Engagement Day about Social Care**. Parent carers of children and young people with SEND aged 0-18 were invited to a workshop to share the experience and any barriers that they or their community faces in accessing social care. It was also an opportunity to share information for example about short breaks, personal budgets, inclusive play and how to access further support.

Services regularly engage with the **Listening Partnership** to gather views about how needs are being met and views on provision in Bristol. The Listening Partnership, commissioned by the council, is a regular forum group for young disabled people in Bristol aged 13-19 years old, or with learning difficulties up to age 25. Young people are encouraged to have their say and learn about their rights, with guest speakers and workshops across a range of topics.

Recent feedback about the Bristol Autism Team Family Learning and Family Support Hub shows that as a result of their input families and young people have among other things improved emotional well-being, the family environment is less chaotic and more sustainable and there is an improved quality of life for parents and carers, and other family members. Individual Pupil Records maintained by the Bristol Autism Team Education Hub show how their advice enables children and young people with autism to make progress over time, with the majority of those with a diagnosis of autism able to remain within mainstream education and make progress.

Barnardo's HYPE (Helping Young People (children and families) to Engage) works with the Community Children's Health Partnership (CCHP) supporting children and families to have a say and recognising them as experts in their own lives so that they can influence how their health services are delivered.

Other recent examples of service user feedback include the Service User Experience project to evaluate parent and carer experience of the Speech and Language Therapy Drop-in Clinics and the SENCO Experience Survey to evaluate SENCO experience of the School Link Speech and Language Therapy Service.

6.2 Assess and meet need: Is it effective?

6.2.1. Education, health and care assessments and plans

- In 2018 604 requests for EHC Needs Assessment were received and 428 assessments were undertaken, this was an increase of 190 assessments on the previous year and a further increase is projected in 2019.
- Overall, the proportion of requests for assessment which were agreed increased by 10% in 2017 and 19% in 2018. The proportion of EHC needs assessment requests that have been agreed have increased over the last 3 years from 46% in 2016 to 75% in 2018.
- The timeliness of issuing new EHCPs has decreased significantly and is now well below comparators with 24% issued within twenty weeks (the statutory timescale) in 2018. This contrasts sharply with previous good performance which saw (excluding exceptions) 90% of EHCPs issued within 20 weeks in 2016, and 78% in 2017.
- In June 2019, in addition to the 2,598 EHCPs in place and subject to review, there are 159 EHCPs currently in draft form and waiting to be issued, 561 EHC Needs Assessments underway, of which 305 are at the advice seeking stage and 25 EHC Needs Assessments completed and now awaiting a decision whether or not to proceed to issuing an EHC Plan from the Outcome of Statutory EHC Needs Assessment Panel.
- The volume of assessment requests and the delays in the responses from practitioners across the area contribute to the poor performance in issuing EHCPs. This is a result of known capacity issues in particular the low number of Educational Psychologists.
- As of June 2019 there is a significant number (1889) of EHCP Annual Reviews yet to be finalised. There is a recovery plan in place and it is anticipated that this backlog will be cleared by December 2019.

6.2.2. Waiting times for health services

- Physiotherapy: performance remains strong with 98.3% of children commencing treatment within 18 weeks of referral.

- Speech and Language: performance has improved significantly following a service redesign and in 2018-19 94.1% of children were seen within 18 weeks.
- Occupational therapy: there have been performance challenges during 2018-19 and overall performance was 78.2% but in March 2019 it had recovered and 95% of children were seen within 18 weeks of referral.
- Community paediatrics: performance significantly deteriorated in 2018-19 with a year-end outturn of only 45% of children having a first appointment within 18 weeks. In March 2019 54 children had waited more than 26 weeks for a first appointment and 286 children had waited more than 18 weeks.
- Child and Adolescent Mental Health: there has been additional investment in this service using mental health transformation funding which has been focussed on crisis services and eating disorder services. There has been improvement in performance in both areas as a result. In 2018/19 94.4% of urgent eating disorder referrals commenced treatment within one week, with only one breach. 86.7% of routine eating disorder referrals commenced treatment within four weeks. The percentage of urgent referrals assessed within one week has increased from 25% in 2017/18 to 45.7% in 2019/20. Eighteen week referral to treatment performance is 82.1%.
- Looked After Children's health: the Looked After Children's Nursing Service is not currently achieving its targets for completion of initial health assessments or review health assessments within the agreed timescale, although majority are being completed outside the timescale. A Contract Performance Notice has been issued and a Remedial Action Plan is being agreed.

6.2.3. Challenges to decisions

- The number of appeals made to the SEND Tribunal against statutory decisions has increased significantly between 2015 and 2017 to 8.18 per 10,000 school population, which is well above SN (5.7) and England (5.45) averages.
- The SEND tribunal appeal rate increased significantly between 2015 and 2017 to 2.5%, well above SN and England averages.
- Refusal to Assess First Tier SEND Tribunals has decreased from 32 in 2016/2017 to 8 in 2018/2019.
- As of June 2019, there are 10 live appeals to the SEND Tribunal, and 12 cases awaiting mediation.

6.2.4. Children in care

CiC with SEND are in appropriate settings to meet their needs including mainstream schools. At transition points reviews ensure CiC are able to attend appropriate settings that meet their needs including mainstream schools and colleges. The HOPE has good examples where transition has been made from specialist provision to mainstream settings. CIC placed out of authority have a consistent support from The HOPE.

6.2.5. Education, employment and training

In 2019, the proportion of young people with an EHCP who were recorded as NEET or Not Known was 8% - this represents an improvement from 14% in 2018, and is better than the England average of 9.2%. This was achieved by decommissioning the EET participation contract and transferring the service back into local authority direct management from April 2018. This has enabled improved access to accurate information from a wider range of intelligence databases and improved collaborative working with linked teams. The data

provided was taken from the March-April submission and we have continued on a downward trajectory over the last six months.

In 2019, the number of young people receiving SEN support was not recorded or reported. The local authority has been unable to access accurate data as the new Liquid Logic system has not been designed to capture SEN support information. This issue has been logged with the software developers but, to date, this remains unresolved resulting in a zero return.

16 - 18 cohort			19+ cohort		
336	100%	Whole EHCP cohort	458	100%	Whole EHCP cohort
307	89.20%	EET, 292 attending FE or Sixth form provision. 11 in apprenticeships or job with training and 4 on reengagement programmes	114	51.50%	EET 106 in FE or Sixth form specialist provision, 4 in Employment with training (apprenticeship), 2 in supported internships, 2 in Reengagement provision
25	6.90%	NEET, 4 current situation not known, 2 in Custody, 3 not available for EET due to Health needs, 20 NEET	51	9.30%	46 NEET, 5 Not available to labour market,
4	1.20%	4 Current situation not known	293	46.80%	293 Current situation not known - either activity has expired, or cannot be contacted

6.2.6. Views of Bristol Parent Carers

For this self-evaluation the Chair of Bristol Parent Carers has provided the following statement:

“Parental confidence

Parental confidence in SEND services in Bristol is low. This comes from a combination of historical challenges, multiple changes in senior leadership, underinvestment in skills and capacity and a lack of understanding by senior leaders around the impact of the 2014 Children and Families Act.

Attempts to cut the High Needs Block budget without consultation naturally hit parental confidence. That this came at a time of dramatically increasing need with EHC plans clearly demonstrated a lack of understanding of the local area requirements.

The majority of EHC assessments and EHC plans have breached the statutory 20 weeks, hitting parental confidence that assessments are made in a timely fashion and leaving children with needs unsupported for months or even years. Enforcement of the delivery of the provision specified in an EHC is poor as a result of undercapacity in the SEN team, leaving parents to feel they are the ones that have to fight for the provision (this is also the case for inclusion more generally) inclusion below.

Over the last 12 months, there have been changing messages from the local authority and long delays in securing additional resource for the SEND team, with little information shared with parents and carers on the ground.

Inclusion

While some schools implement inclusion effectively, many schools in Bristol do not. In these schools parents are pushed to apply for EHC assessments rather than supported in the setting directly or via top up funding. This means that parents feel (and are told by the school) that they have to fight for provision. When a head does not support inclusion there is little support from the board of governors to deliver accountability and their statutory duties.

Parents of mainstream children see the costs of inclusion as taking funding away from mainstream provision, creating an ‘us and them’ culture.”

6.3 Assess and meet need: Analysis

6.3.1. Through this self-evaluation a number of **strengths** have been identified:

- There is strong and well established partnership working across Early Years. This includes the **Together@2 Review** which has developed and implemented an integrated developmental progress check for two year olds. We are working towards this being carried out for all two year olds.
- Bristol Parent Carers provides a range of effective consultation and engagement mechanisms. Developments to extend the voice and influence of children, young people, parents and carers include ongoing work to ensure representatives reflect a broad spectrum of need types, phases and diverse communities.
- The **Rainbow Project** is an example of co-production with young people and families to design and provide a creative and effective solution to fill a gap in local provision for young people.

6.3.2. Within the local system **areas for development** include:

- **EHC needs assessment and plans.** The timeliness of issuing EHCPs is poor and has resulted in very low parental confidence in the local system. The area is aware of the factors which have resulted in this situation including increased demand and significant workforce capacity issues across the partnership, and of the negative impact this has had on children and young people with SEND and their families. The quality of EHC needs assessments and plans is also an area of concern. Workforce development and the introduction of a quality assurance framework including moderation of EHCPs has taken place to ensure a full and accurate assessment of needs take place. The backlog of annual reviews means that plans are not being updated as they should be.
- **Challenges to decisions.** The number of challenges being made to decisions of the local authority and to the content of EHCPs is a significant concern. An officer has been recently appointed to manage mediations, appeals and to liaise with parents.
- **Inclusion and access to mainstream education.** The proportion of children and young people with EHCPs in mainstream schools is low in comparison to the SN and England average. Bristol Parent Carers have also shared their concerns about inclusion in schools. Skills in schools and access to therapeutic input in schools are an issue. We acknowledge that analysis of this issue and a response to ensure that this situation is

improved and that children with SEND have a place in mainstream schools in Bristol is required.

- **Preparing for adulthood.** The current Preparing for Adulthood (PFA) Team, based in adult social care starts working with young people when they are 17 and therefore is operating as a young adult team. This does not meet our statutory duties or best practice by starting transition planning from 14 years. Although the current PFA team works with the majority of 18 year olds, some young people aged 18+ are directed to other adult teams, who do not have the specialist knowledge that the PFA team hold for this age group. There is also a lack of oversight (in one area) of all the young people who will have a trajectory to adult care services and no consistent planning for young people from age 14 including in our schools. Proposals for a Pathway to Adulthood team have been approved to address these issues and deliver better outcomes.
- **Community Paediatrics.** In 2018-19 only 45% of children had a first appointment within 18 weeks of referral. The service has not yet recovered from a difficult year in 2016-17 when there were several retirements of long service staff, three staff were on long term sick and one consultant was killed in a road traffic accident. Recruitment has been challenging despite skill mixing to bring in specialist nursing roles. A centralised booking service has been established since April with additional clinic slots with the aim of reducing waiting times.
- **Local offer.** Significant work has taken place this year to improve the Local Offer and the website to ensure the Council, CCG and Bristol Parent Carers are fully involved in its development. However, it requires further development and would benefit from a permanent rather than temporary officer to lead these developments. Further promotion and awareness raising needs to take place to ensure it becomes the go-to source of information for children, young people, families and carers.

7. How effectively does Bristol improve outcomes for children and young people with SEND?

7.1 Improving outcomes: What we do

- 7.1.1. Details of how we work with children and young people with SEND and their families to meet their needs and in so doing improve outcomes are summarised in the previous section “how we assess and meet needs”. In this section “what we do” we summarise the mechanisms to monitor outcomes.
- 7.1.2. Individual outcomes are discussed and updated during EHCP annual reviews. However, there is no mechanism to collate information about the achievement of outcomes for each child, across services or across the system.
- 7.1.3. The SEND Data Dashboard has been developed to provide a rounded picture of children and young people with SEND. The dashboard provides access to a live database which matches SEND data to social care and education data to provide a comprehensive overview of the needs, demand and outcomes. The information will be used to support local area commissioning and improvement work. For further details see Appendix 9 Good Practice example – SEND Data Dashboard.

- 7.1.4. The HOPE works closely in partnership with a range of colleagues including social care and SEND Casework Team supporting and developing practise to ensure setting and placement stability and appropriateness for pupils. The HOPE maintains an up to date SEND register for its pupils. Advocates track and monitor the progress of young people to ensure that progress is being made. HOPE staff attend EHCP annual review meetings. At Personal Education Plan (PEP) meetings progress and attendance are reviewed and challenged and the young person's voice is heard and included within actions. The Council receive a copy of all Looked after Children health care action plans and the HOPE Virtual School has access to these.
- 7.1.5. The Alternative Learning Provision (ALP) Hub has successfully reduced secondary age permanent exclusions for young people with EHCPs and SEN Support Plans. We do have a high rate of fixed term exclusions for children with SEND and there are a high proportion of fixed term school exclusions for children and young people with social, emotional and mental health needs.
- 7.1.6. As part of the School Improvement Service Bristol Education Partners (BEP) provide a service to maintained and academy schools through visits and brokerage of support where required. Performance gaps between groups of pupils are routinely analysed and discussed by BEPs during school visits. This will include the relative performance of SEN pupils compared to their non-SEN peers.
- 7.1.7. Partnerships with schools include forums for headteachers of primary (Primary Heads Association of Bristol City Council), secondary (Bristol Association of Secondary Heads and Principles) and special schools (Schools Partnership Meetings – Special Heads). In addition the Excellence in Schools Group is a board made up of education leaders from across the city. This board is developing a school led system, whereby there is collective responsibility for the performance of schools and a shared commitment to providing support and challenge to peers to raise education outcomes.

7.2 Improving outcomes: Is it effective?

- 7.2.1. At the **Early Years Foundation Stage** in 2018 outcomes improved and were good:
- The percentage of children receiving SEN support achieving at least the expected standard in all Early Learning goals (ELGs) has improved significantly by seven percentage points to 29%. This is now above the England average of 27% and the same as the SN average.
 - The percentage of children receiving SEN support achieving a good level of development has improved significantly to 30%, an improvement of five percentage points and is now also above the England average of 28% and the same as the SN average.
- 7.2.2. **Educational attainment** in 2018 (unless stated)

At **Key Stage 1:**

- Outcomes for pupils receiving SEN support are improving and are in line with the SN and England averages for achieving the expected standard in reading and writing, but are below average for maths.
- There is a difference in outcomes by gender with girls achieving higher than the England and SN averages and boys achieving lower than the average.
- For those pupils with EHCPs outcomes are worse than SN and England averages for reading and writing and better, and improved, for maths.

At **Key Stage 2** outcomes are improving and comparable against England and SN averages for pupils receiving SEN support but less positive for pupils with EHCPs:

- 23% of pupils receiving SEN support achieved the expected standard in Reading Writing Maths (RWM), in line with the SN average and just below the England average of 24%. Performance in Bristol against this indicator is improving at the same rate as our comparators.
- Children with EHCPs achieving expected standard in RWM is 5% and this has dropped from previous years and is below both the SN average (6.5%) and the England average (9%).
- Progress measures are relatively poor for pupils with SEND but this is not the case for Bristol pupils without SEND.

At **Key Stage 4**:

- Outcomes and progress are comparable to SN and England averages for pupils receiving SEN support.
- For pupils with EHCPs outcomes and progress has declined and is below the England average.
- The percentage of children receiving SEN support achieving Attainment 8 is in line with the England average and is better than the SN average. Progress 8 measure (-0.51) has improved and is below the England average (-0.43) and better than the SN average (-0.59).
- For young people with SEN support and EHCPs there are relatively high levels for EBacc entry and the Average Point Score (APS) is in line with the England average.
- Children with EHCPs achieving Attainment 8 has dipped and is below the England average, but still higher than the SN average. Progress 8 measure has declined and is below both the England and the SN average.

7.2.3. Children in Care (2018)

- KS2: Bristol's CiC with SEND made significant progress. This progress exceeds that for CiC with SEND nationally.
- KS4: The Progress 8 score for CiC with SEND is good and has improved.

7.2.4. Post 16

- In 2018, 93.6% of KS4 pupils in Bristol without an EHCP were in education, training or employment. In comparison, 90.7% of KS4 pupils with an EHC plan were in education, training or employment. Whereas the figure for students without an EHCP was lower than the Statistical Neighbours percentage (-0.3%) the figure for those students recorded with an EHCP was higher by one percentage point.
- In 2019, 87.6% of 17 year olds without an EHCP were in education, training or employment (-1.4pp less than in comparison to Statistical Neighbours). In comparison,

86.4% of those with an EHCP were in education, training or employment (4.84% more than in comparison to Statistical Neighbours).

- In 2018 the percentage of 19 year olds without SEN support qualified to Level 2, including English and Maths, was 72.10% (-1.65pp compared to Statistical Neighbours). The percentage of 19 year olds receiving SEN support qualified to Level 2 was 37.9% (+5.05pp compared to Statistical Neighbours) and for those with an EHCP 14.7% (+2.84pp compared to Statistical Neighbours).
- In 2017, the percentage of 19 year olds without SEN support qualified to level 3 was 54.5% (-4.94pp compared to Statistical Neighbours). 26.8% of 19 year olds receiving SEN Support were qualified to level 3 (+1.86pp compared to Statistical Neighbours). 13.5% of 19 year olds with a Statement of SEN or EHC plan were qualified to level 3 (-3.52pp compared to Statistical Neighbours).

7.2.5. In 2018 the Bristol Works for Everyone Employment Programme for young people with SEND commissioned and directly delivered services including:

- the delivery of 33 Supported Internships with 24 young people who have SEND entering employment;
- the delivery of Job Search support for 40 young people with SEND;
- in-work support for 34 young people with SEND.

7.2.6. **Attendance and exclusions**

For children with SEN support and EHCPs the level of attendance and exclusions is a concern. This is demonstrated by high levels of persistent absence (less than 90% attendance), poor attendance and high rates of fixed period exclusions. There are low rates of permanent exclusion for this group of children.

- There has been increasing and high rates of persistent absence (missing 10% or more of their possible sessions) for children with EHCPs (34%), well above comparators and the England average of 25%.
- There is poor attendance for children with SEND especially for children with EHCPs for whom there is an 11.5% absence rate (England average 8.5%).
- There is also a high absence and persistent absence rate (40%) in special schools.
- In 2017 there were very high rates of fixed period exclusions, 33% for children and young people with EHCPs (England average was 16%), and 26% for children and young people with SEN Support (England average was 15%).
- In 2017 there were very low numbers of permanent exclusions for children with SEN support and no permanent exclusions for children with EHCPs.

The ALP Hub undertakes strategic and operational work with schools on citywide exclusions, Alternative Provision, early intervention, social, emotional and mental health provision and systems. The work of the Hub successfully reduced the number of secondary permanent exclusions for children with SEN support from 28 to three in 2016 and has maintained this level to date. Permanent exclusions from special schools were reduced to zero in 2016 and this position has also been maintained to date.

Hypothesis for the rise in persistent absence (PA):

- It is likely that Bristol's high fixed term exclusion rate contributes to high PA overall. The majority of FTEs are from secondary schools and specialist providers. Bristol secondary schools continue with 'Ready to Learn' behaviour policies which generate

high numbers of FTEs. FTE is also very high in our Primary SEMH special schools with all three sectors/phases way above National/core cities/statistical neighbours.

- It is likely that the use of part-time timetables is affecting persistent absence levels. The LA does not have a clear overview of the use of part time-timetables for high needs/resource intensive/SEND/disruptive pupils. Whilst these absences are recorded as authorised they may not be in the best interests of the pupils. It is possible that the high level of EHCP applications, significant delays with EHCP timescales and limited access to specialist settings/resources/services are contributing to part time timetables as a way of schools managing pupils. This in turn will increase persistent absence rates.
- There are also high levels of mental health/anxiety related need in Bristol relative to National, core cities, stat neighbours etc. This may explain why Bristol has higher levels of illness absence in comparison to other authorities. Bristol is the 5th highest spending LA in England on this area.

7.3 Improving outcomes: Analysis

7.3.1. Areas of **strength** include:

- Outcomes at the Early Years Foundation Stage for children with SEN Support have improved both for achieving the expected standard in all Early Learning Goals and achieving a good level of development. These outcomes are now above the England average and in line with SN average.
- At KS1 and KS2 educational outcomes for children receiving SEN Support are improving and comparable against England and SN averages.
- The work of the ALP Hub work across the system has resulted in the reduction of permanent exclusions for young people with SEND. There is ongoing development work to ensure high quality AP providers and flexible commissioning arrangements with a view to making sure that children and young people attend at least (Ofsted) Good Alternative Provision.

7.3.2. The following **areas for development** have been identified:

- **Monitoring outcomes in EHCPs.** The ability to monitor and track the progress of children and young people towards achieving their outcomes is crucial in order to enable and support them to achieve their aspirations and potential. The development of recording systems is a priority area to demonstrate and evidence the impact both for the children and the workforce who are committed to achieving positive outcomes for children and young people with SEND. Monitoring of outcomes needs to take place at an individual, service and strategic level. This intelligence will provide evidence for joint planning, commissioning and improvement work.
- **Attendance and exclusions.** There is poor school attendance, high persistent absence and high levels of fixed term exclusions (FTEs). Focused work to improve this situation is taking place including tracking guidance and training by Education Welfare, promoting positive attendance through the Hope Virtual School and Bristol Inclusion Panel and Fair Access Panels, but it is acknowledged that more needs to be done to have the impact required. The high level of FTEs is a complex issue across the local system. The majority of FTEs are from secondary schools but are also very high in our SEMH special schools. FTEs account for a lot of the persistent absence for children with

EHCPs as well as the use of part-time timetables for these pupils. Contributory factors include absence of resources, school capacity and lack of high quality training to support these pupils. There needs to be both challenge and support to schools. This needs to include support for the development of behaviour management approaches that acknowledge issues such as adverse childhood experiences for all vulnerable pupils including those with SEND and those with EHCPs.

7.3.3. Action to improve attendance

The development of an attendance strategy has been slow due to lack of resource. However, some key actions have been taken to improve attendance but impact will not be evident at this time.

Direct support for attendance in schools:

- **Appointment of an Attendance and Access Lead as a strategic and operational role leading the following aspects of attendance in the city:**
 - analysis of results from the Strategy Consultation and results from the Young Carers survey and a strategy is produced and subject to appropriate scrutiny and governance before publication.
 - to improve information sharing and ensure relevant parties are kept up to date with the progress on improving school attendance in the City in line with strategic plans.
 - further develop the LA's work in reducing the number of pupils classed as:
 - children missing from education (CME)
 - pupils missing education (PME)
 - pupils with 10 days+ unauthorised absence
- **A new Education Welfare Commission has been agreed in relation to supporting schools with attendance.** The commission has been reviewed to provide:
 - A universal offer to all schools that will develop the school workforce and link attendance and safeguarding through the 3 attendance network meetings each academic year. These meetings will provide updates on attendance issues, provide guidance and support and develop the skills and expertise of attendance leads.
 - Needs-led attendance clinics, run three times per year, that will provide schools with one to one support from an Education Welfare Officer for specific cases of persistent absence.
 - An attendance toolkit providing schools and attendance leads with advice, guidance and model policies and processes to promote attendance.
- **Behaviour Insights Team.**
 - Guidance will be shared with schools based on the research pilot developed by the Behaviour Insights Team who have been working with a group of schools on approaches that impact positively on attendance rates.
- **Partnership Working: ALP Hub and Safer Options Team**
 - From September the Safer Options Team will have an alert about every FTE in Bristol. They will cross reference these with intelligence (CCE, ASB arrests etc) and offer support / advice / intervention.

7.3.4. Inclusive Practice – developments

- **A new commission provided by the Education Psychology service to:**
 - Hold an enhanced annual consultation meeting with a particular focus on exclusions and attendance.
 - Support the LA in undertaking its statutory function to identify CYP who may have SEND.
 - Support the LA in identifying schools/ colleges who are at risk of non-compliance with statutory duties and who are at risk of failing against the Ofsted framework on SEND pupil progress, outcomes or other.
 - Promote the graduated response to SEND in schools (assess, plan, do, review).

- **Bristol Schools' Partnership development of ACE Aware & Trauma Informed Practice in Bristol Schools**
 - Providing match funding (50%) of training costs for 1 school staff member per setting to attend and complete the Diploma in Trauma and Mental Health-Informed Schools Practitioner Status courses led by Trauma Informed Schools UK and hosted at Briarwood Special School. First cohort to start May 2019 and second cohort to start June 2019
 - Diploma in Trauma and Mental Health-Informed Schools Practitioner Status - <https://www.traumainformedschools.co.uk/diploma-in-trauma-and-mental-health-informed-schools-practitioner-status>
 - The training is a ten day programme over two terms and covers:
 - The neuroscience and psychology of child and adolescent mental health and ill-health
 - What do trauma and mental health-informed schools and communities do?
 - Bodies, minds, behaviour and learning
 - The healing power of talking about feelings and making sense of painful life experiences
 - Direct work with children and teenagers
 - Work with other school staff / community workers
 - All participating schools in receipt of the match funding to agree to join a working group to establish and agree principals, processes and an action plan over 2019-20 (initially) that will support development of collaboration between:
 - a) The participating schools/settings and Bristol LA and MAT support services – Phase 1
 - b) A wider network of Bristol schools/settings and Bristol LA and MAT support services – Phase 2
 - c) A developing network of regional schools and Bristol/other LA and MAT support services – Phase 3