

## LONDON BOROUGH OF CROYDON

To: Croydon Council website  
Access Croydon & Town Hall Reception

### **STATEMENT OF EXECUTIVE DECISIONS MADE BY THE EXECUTIVE DIRECTOR CHILDREN, FAMILIES & EDUCATION ON 28 JULY 2019**

This statement is produced in accordance with Regulation 13 of the Local Authorities (Executive Arrangements) Meetings and Access to Information) (England) Regulations 2012. Further to the associated public notice of key decisions no scrutiny call-in has been received, and therefore the following decisions can be implemented.

The following apply to the decisions listed below:

**Reasons for these decisions:** are contained in the Part A report attached

**Other options considered and rejected:** are contained in the Part A report attached

**Details of conflicts of Interest declared by the Executive Director:** none

**Note of dispensation granted by the head of paid service in relation to a declared conflict of interest:** none

The Leader of the Council has delegated to the Executive Director Children, Young People & Learning the power to make the executive decisions set out below:

**KEY EXECUTIVE DECISION REFERENCE NO.: 0219CFE**

**Decision Title:** SEND Strategy

Having carefully read and considered the Part A report, and the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the reports, the Executive Director Children, Families & Education in consultation with the Cabinet Member for Children, Young People & Learning

**RESOLVED:** To approve and publish the final SEND Strategy 2019-2022.

Notice date: 8 July 2019

## CROYDON COUNCIL

### RECORD OF OFFICER DELEGATED DECISION

<b>TITLE</b>	SEND Strategy
<b>REFERENCE NO.</b>	Key decision number 0219CFE
<b>SUMMARY (include all appropriate considerations to the decision)</b>	<p>The Council has statutory duties under the Children &amp; Families Act 2014 and the Care Act 2014 to provide for children and young people with special educational needs and disabilities (SEND). The 0-25 SEND Strategy sets out approach which supports the achievement of positive outcomes for young people with SEND, within the framework of the legislative duty to ensure efficient use of public resources.</p> <p>The proposed strategy is a response to the extensive changes to the statutory assessment &amp; planning arrangements for children and young people with SEND contained within the Children and Families Act 2014. We recognise the need to develop a SEND Strategy that sets out the ambitions that Croydon has for children and young people with SEND. The strategy lays out the strategic plan for achieving these goals, jointly with parents, students and other agencies.</p> <p>Croydon Council consulted residents on the draft strategy for improving outcomes and life chances for children and young people (0-25) with special educational needs and/or disabilities in Croydon. The consultation comprised of an online questionnaire as well as face to face sessions with parents and young people.</p> <p>The draft SEND Strategy was considered by Cabinet at its March 2019 meeting: <a href="https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=183&amp;MId=1553">https://democracy.croydon.gov.uk/ieListDocuments.aspx?CId=183&amp;MId=1553</a></p> <p>The Cabinet resolved (ref 26/19) to:</p> <ol style="list-style-type: none"><li>1. Consider the draft proposed 0-25 Special Educational Needs and Disability Strategy and accompanying report concerning the consultation exercise and the Equality Impact Assessment; and</li><li>2. Delegate authority to the Executive Director of Children, Families and Education, in consultation with the Cabinet Member for Young People and Learning to take into account any comments made by Cabinet, take such steps as were necessary to</li></ol>

	finalise, publish and implement the Council's 0 – 25 SEND Strategy (and noted that the decision to finalise and publish the strategy would be a Key Decision and would be advertised accordingly).
<b>RECOMMENDATIONS</b>	Having carefully read and considered this report and the requirements of the Council's public sector equality duty in relation to the issues detailed in the body of the document, the Executive Director Children, Families and Education is recommended to publish the final SEND Strategy 2019-2022

I agree/~~do not agree~~\* to the recommendation (~~as amended~~\*)

\* delete as appropriate

Robert Henderson  
Executive Director – Children, Families and Education

Date: 28 June 2019

I have been consulted on the proposed decisions arising from the above recommendation

Councillor Alisa Flemming  
Cabinet Member for Children, Young People & Learning

### **Appendices**

Final draft SEND Strategy



disability  
 Autism  
 visual  
 difficulties  
 speech hearing  
 special injury



anxiety  
 special processing. Dyspraxia  
 learning  
 physical  
 communication



# Special Educational Needs and/or Disabilities (SEND)

Strategy 2019-2022



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# Special Educational Needs and/or Disabilities (SEND) Strategy 2019-2022 for Children & Young People in the London Borough of Croydon

## Our vision is:

*‘Children and young people in Croydon will be safe, healthy and happy, and will aspire to be the best they can be. The future is theirs’.*

## INTRODUCTION

This is Croydon Council's and Croydon Clinical Commissioning Group's (CCG) strategy for improving outcomes and life chances for all children and young people with Special Educational Needs and/or Disabilities (SEND).

The strategy sets out our aspirations for children and young people with SEND and the approach to meeting their needs and addressing barriers to learning, in partnership with parents and local education settings. Croydon's strategy focuses on young people's well-being and attainment, building on young people's strengths with a focus on local education, health and care pathways to adulthood.

## OUR AIM

Children with Special Educational Needs and/or Disabilities will achieve independence and employment, whenever possible, in or near their local community so that they can live fulfilled lives and be active contributors to Croydon's future. Croydon has high aspirations for children and young people with SEND.

This will be achieved through improved joint working between education, health and social care services to include our children, young people and their parents and carers.

## PARENTS' FEEDBACK

We asked parents and young people with SEND what they wanted and what was important to them going forward – these are some of the things that they said:

Parents have had varied experiences early on when their child's needs were being identified, there was too much variability:

One parent said:

*My son had fantastic early intervention. What made it great for us was them coming to us. I couldn't take on the special needs label, I wasn't ready for it. Having people come to the home where he could play, and I could talk was incredible.*

Another parent said:

*We had to wait a lot, there was never a sense it was going anywhere or that it was linked up – it felt like it was all on me and what if I don't make the right connections in the right place.*

Parents would like better communication and a clear sense of what to expect:

*I don't want a Rolls Royce, I'm happy with a bike but it has to be going in the right direction...*

Young people want to be included in planning for adulthood, they are thinking about transition:

*You can't leave this school and not know what you're doing in life, you need to sort out what you're doing.*

Parents have mixed experiences of different educational provision, both compared to other parents and at different points of their children's journey:

*Present year great so far but last year awful – dependent on staffing.*

*To be fair my Croydon primary was excellent.*

*It is a small school so not too overwhelming. SENCO is brilliant, and some teachers are very proactive in finding ways to support my child.*

Although parents had strong views about which individual school would be appropriate for their child, this was personalised, and there was no consensus on the best sort of provision (e.g. mainstream vs special).

### Key areas for development

In general, there was a shared view between parents and head teachers about areas of development they were keen to see over the next 3 years. The 5 key areas are:

1. **Improved early identification.**
2. **Better graduated response**, so that children have their needs met in the right way at the right time and, if and when, a child's needs are met through an Education Health and Care (EHC) Plan, the EHC Plan is co-produced and accurately reflects a child's needs and provision.
3. **Improved joint working** with health, social care and education.
4. **Improved post 16 opportunities and outcomes** with a greater number of young people with SEND gaining employment and having choices about how they achieve independence to stay in or near their family and local community.
5. **Workforce development.** So that children are supported by practitioners who have the skills and knowledge to meet their needs and parents have the information they need.

Key to achieving priorities is shared information about the children in Croydon with special educational, care and health needs. This information allows us to work with the right families to meet the specific needs of children; this is done by joint planning, commissioning and targeting of resources. Outcomes for young people are tracked so that there is a continuous cycle of improvement that has a positive impact on children's lives.



## THE CROYDON CONTEXT

In Croydon we have made a commitment to providing effective support for our children and families, working in partnership with others. Our aim is to provide the right support at the right time.

Nationally and in Croydon, about 93% of children are educated in the state-funded school system without the need for help or support beyond that which a mainstream school can provide. The January 2018 Census indicates that 15% (9750) of the 65,029 Croydon school age children had a special educational need, compared to an outer London average of 13.6%. Of these, between 12-13% had been identified as needing SEN Support, additional support to address a learning need for varying periods of time.

This help comes from the skills, expertise and resources available in the child's mainstream school and is co-ordinated by the school's Special Educational Needs Co-ordinator (SENCO).

Croydon Council maintains an EHC Plan for approximately 3% of school age children, these are young people with long-term complex special needs such that additional and different provision is needed.

The Children & Families Act 2014 raised expectations and extended the age range for which an EHC Plan can be maintained. Nationally there has been an increase in the number of EHC Plans maintained by Local Authorities; the increase in the number of EHC Plans maintained by Croydon mirrors that of other Local Authorities.

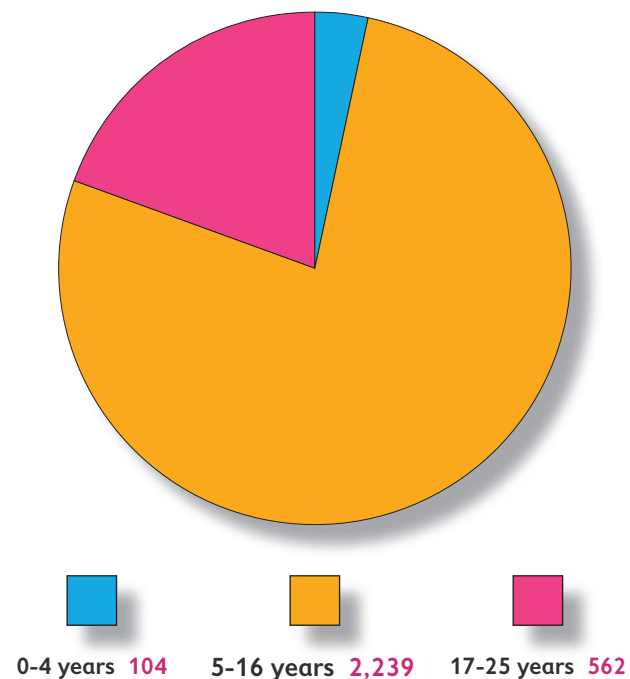
The London Borough of Croydon maintains 2900 EHC Plans (September 2018) and has seen an increase in demand such that more than 300 new EHC Plans have been issued and less than 50 ceased during the period January 2018 to October 2018. The funding allocated to Croydon through the Dedicated Schools Grant is set to increase by 2.2% over three years. There is an assumption that as schools find the financial climate increasingly challenging, this has driven demand for funding through EHC Plans. Croydon has historically placed a number of children and young people out of the borough and in the independent/non-maintained sector, in particular those in the older age range, due to a lack of suitable education and care provision pathways locally. In the academic year 2018/19 55% of young people with an

EHC Plan 16 years old and over are placed in schools and colleges outside of Croydon; this compares with 15% of under 16 year olds. Placement outside of the borough has financial implications with increased transport costs and does not support the long-term outcome of independence in or near a young person's local community.

While legislation endorses inclusion for children with SEND in mainstream schools, national drivers in the school system have led to increased demand for special school places and, in particular at secondary age young people with learning difficulties have told us that they have not felt that their needs were understood or met (PPL 2017).

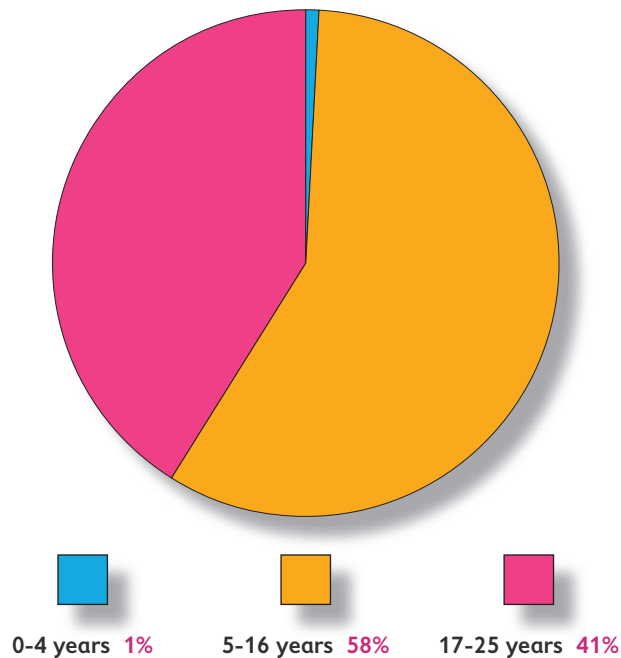
By age range the number of EHC Plans maintained by Croydon (October 2018) is:

### EHCP Ages of children and young people



The percentage of High Needs Funding that is spent by age group (October 2018) is:

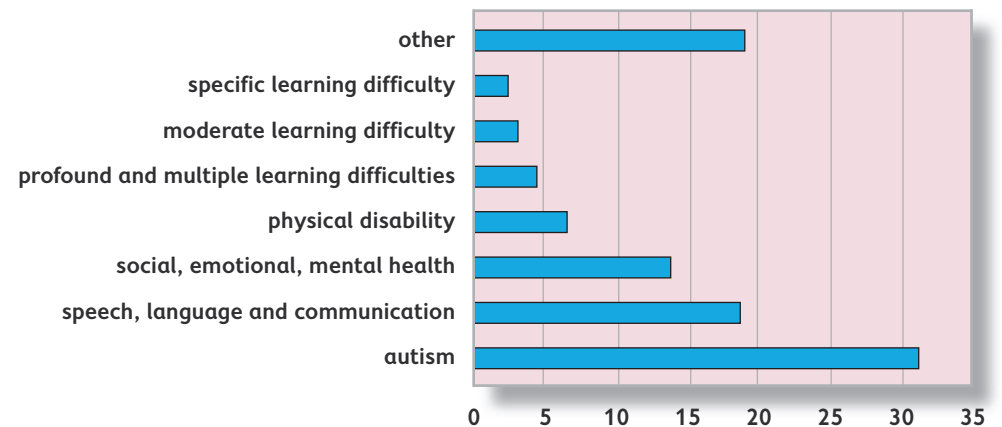
### High needs funding by age



In terms of improving outcomes and life chances, Croydon had the second highest rate of 16/17 year olds, 10.5%; nearly double that for the whole of London at 5.3%. in 2016. The percentage of adults with learning disabilities in employment is lower than the national and London average.

By type of need for children with an EHC Plan (School Census 2017):

### Children with an EHC Plan by type of need (%)



Looking to the future, the numbers of children needing SEND support will most probably be affected by the overall numbers of children and young people in the population. There are an estimated 131,493 0-25 years olds living in Croydon in 2018, with this figure set to rise by 7.5% by 2026. However, this rise is not equal across the age groups which needs to borne in mind when planning services. For example, by 2026:

- the 0 to 1 group is predicted to decrease by -2%. The number of live births in Croydon decreased for example between 2016 and 2017
- the 0 to 4 group is predicted to grow by 2.2% (621 children)
- the 5 to 11s are predicted to increase by 6% (2385 children)
- the 12 to 19s are predicted to increase by 22.3% (8148 children)
- the 20 to 25 group is predicted to increase by 3.4%.

Research (Frank Field, 2011, EPPE: 1997-2003, Taggart, B.) indicates that early intervention makes a difference for children and young people with SEND. The current financial constraints on public services make it important that resources are used effectively and that there is a joined-up approach to meeting children's special educational needs earlier.

## What our current provision looks like

So that young people with SEND live fulfilled lives in or near their community this strategy sets out to enable children and young people's special educational and developmental needs to be identified early; to ensure children with SEND attending local early years settings, state-funded schools and colleges which can meet their needs and a pathway to adulthood which is effective in enabling a young person to achieve the outcome of living independently. This will take the commitment of the Council, the Clinical Commissioning Group (CCG), parents, young people, education settings, health and care practitioners to work together better to support young people with SEND achieve in Croydon.

Croydon has a range of state-funded mainstream and special education provision. Mainstream schools have a special educational needs co-ordinator (SENCO) who is responsible for organising provision for children with SEND. The SENCO is the key point of contact for parents and professionals. Croydon mainstream schools provide support through quality teaching which differentiates the curriculum to meet children's needs and carefully tracks children's progress.

For children with a need for SEND support, mainstream schools provide access to individual or group interventions to address key areas of need, including access to support from staff with additional training and expertise. SEND support in mainstream schools may include precision teaching and will often be informed by expert advice from a specialist. For all children in mainstream schools with SEND support, parents/carers can expect termly review of a child's progress with a record of intervention and future support recorded in a SEND support plan.

There is a range of state-funded special school and resource base special education provision in Croydon:

- special schools (two primary, two secondary and two all through) all of which have been judged good or outstanding by Ofsted.
- primary (11) and secondary (6) enhanced learning provisions (resource bases), which provide specialist teaching alongside and in mainstream school lessons. All specialist education provides a personalised curriculum matched to a child's needs and to support progress.
- specialist nursery classes (3).

Additionally, alternative provision for children educated other than at school.

## PRINCIPLES

Croydon's strategy for children with SEND has been informed by legislative duties, the views of young people and parents, schools and practitioners.

The principles that will form the basis of the SEND Strategy are:

- **Inclusion** – schools and colleges increase participation of young people and make accessible the curriculum and facilities which enable engagement in everyday life. Schools and colleges respond to the diversity of students in their locality. Young people feel safe and are included in their community.
- **Dignity and independence** – so that children with SEND and their families feel welcomed. They have the right information and the right services at the right time so that they and their families can live a dignified life, as independently as possible, the same as any other child.
- **Choice** – children, young people and parents are supported in participating fully in decisions that promote young people's aspirations.
- **Best Value** – effective use of resources for better outcomes, with pooled resources and integrated health, care and education pathways. Better partnership work across education, health and care, and with other partners e.g. housing and the voluntary sector. Increasing provision and places for children with SEND in state-funded mainstream and special education in Croydon, so that there are local pathways for young people, without the need to travel outside the borough.
- **Better outcomes** – young people with SEND achieve sustained employment, entering supported internships and/or living independently in their community in Croydon.



# CROYDON'S SEND STRATEGY – HOW WE ARE WE GOING TO ADDRESS THE CHALLENGES OF THE KEY AREAS FOR DEVELOPMENT

## The key areas for development have been identified as:

1. Improved early identification
2. Better graduated response
3. Improved joint working with health, social care and education
4. Improved post 16 opportunities and outcomes
5. Workforce development

### 1. Improve early identification of need

**Through improved health visiting services.** The Health Visiting Service (HVS) leads on the delivery of the Healthy Child Programme for the 0 to 5's and plays an integral part in ensuring the young people of Croydon have the best possible start in life for good health and wellbeing later in life.

- The Health Visiting Service is integral to early identification of developmental issues primarily through the one and two year developmental health checks. If developmental progress causes concern the child is then referred onto other services as appropriate. However, the levels of one and two year checks being carried out has been low.
- To help address this and other issues, the Health Visiting Service has a transformation plan one of which aims is to create more capacity for the universal developmental checks; these are available for every child so that the state may know if the child needs extra provision. The integrated 2 years check with early years providers is being introduced across the borough. The aim is to improve the early identification, appropriate referral of children with developmental issues so that children's needs are met and parents have confidence and understand

how to access support through services and provision within the community. This will be done by increasing antenatal, universal 1 and 2 years development checks. In particular, through the implementation of the three year SEND Strategy integrated health visitor and early years education setting assessment will be established with targeted early intervention for Early Years settings to support practitioners in meeting children's needs.

- The service plan for Health Visiting Service 2019 -20, will incorporate improved reach for the 2, 2.5 year checks and improved completeness of the Ages and Stages Questionnaire (ASQ) information. Through the improved level of mandated checks and ASQ data, the early identification and referral of children with developmental delay and potential SEND, will be improved. This will requirement will be ongoing in the services commissioned for 2020 onwards.

**Through improved early help** there will be better co-ordinated support based in localities and matched to community needs. This will include provision of Early Support/Inclusion Co-ordinators who help families of children with SEND navigate social care, health and the universal offer. Support for families will help to maintain children's progress with access to universal and targeted support, including SEN Support in schools.

**Improved timescales for diagnosis of autism.** The current diagnosis pathway in Croydon is fragmented with a long waiting list and waiting time for a diagnostic appointment. A new Autism Spectrum Disorder diagnostic pathway for children under 5 is being reviewed so that over the course of the 3 years strategy, Croydon CCG will provide more timely diagnoses and reduced waiting times (which are currently over 12 months).

- Under 5s – (currently a wait time of 14-15 months)
- 5s and over – (currently a wait time of 8 months).

Additional CCG funding has also been provided to South London and Maudsley NHS Foundation Trust to reduce wait times. Work with paediatricians is also planned around timely diagnoses.

The Clinical Commissioning Group's aspiration is to reduce the waiting times for both age groups to be in line with the National Institute for Health and Care Excellence (NICE) guidance standard which states that the diagnostic assessment should commence within 3 months of referral.

**Improved communication** - establishing an early years' passport for children with SEND which brings together developmental information, assessment and intervention information; is owned by the child's family and supports preparation for and start of school.

Improving communication through the Local Offer website, with a stakeholder user group including representation (champions) from across parent and young people groups, the Council, Health and the wider community, established to take forward communication about the offer for children and young people with SEND in Croydon so that families can be independent in accessing the right resource at the right time.

For children from one year old, provision of 'Portage' home-based learning to support the development of children with severe, profound and multiple needs early, before attendance at an early years setting. There will be robust annual reviews of these interventions; these reviews will inform the future model for home-based learning. Outcomes will be monitored and the programme adapted. A key outcome of the strategy will be improved developmental outcomes and better support for families through targeted referral for early help and the provision of parenting support. This provision will lead to effective planning for these children's start to education and transition into school. Details will be set out in an Action Plan.



## 2. Better graduated response

A continuum of provision to meet a continuum of need to ensure children and young people who have SEND needs, have their needs met whenever possible and they make best progress.

The introduction of guidance for schools and families about the support available in mainstream schools for children who have their needs met through SEND Support.

Development and publication of local eligibility guidance for children for whom the council undertakes an EHC needs assessment and maintains an EHC Plan.

Early years education settings supported to identify and meet children's needs and prepare children for school through the early years area Special Education Needs Co-Ordinators (SENCO) forum and early years support for inclusion. The introduction of high needs inclusion funding to the end of Foundation Stage (from birth to aged 5) to provide support for transition into school, and until the end of reception year in school for children with additional learning needs.

Groups of schools in the same area working together to apply high needs inclusion funding to include children with SEND. Head teachers working collaboratively with the council to provide for a wider range of children and young people through mainstream SEN support and without the need for an EHC Plan. This will support effective transition from primary to secondary with reduced fixed term and permanent exclusion. The aim is for schools to be supported in providing mainstream education for children with SEND that live in their community and to support children with SEND to be included in their local community.

Improve the provision of local state-funded special education so that children with more complex needs have a special school place in state-funded education provision within Croydon. Increased special school places through the new free special school we are building for 2-19 year olds with Autism spectrum disorder (ASD) and increased places in existing special schools through capital investment. Alongside these developments will be the introduction and development of admission guidance for specialist education to support equity of access and transparent decision-making and resource allocation.

Through the three year SEND strategy there will be a commitment by the Council to maximise accessibility in public spaces and Council settings so young people with SEND feel included and welcomed. Improved access to universal services – there are numerous universal services offered in the borough for all children and young people. However, some need to be made more accessible for children and young people with SEND.

By way of example, in Croydon centre young people who are disabled there are no sign-posted disabled changing facilities. Additionally, a service that is targeted at improving health outcomes is the council commissioned children's weight management service. Accessibility for children with SEND and their families requires improvement.

### 3. Improved joint working

For children with disabilities the SEND 3 year strategy will drive development of the short breaks offer so that there is equity in provision and families are better supported to live an ordinary life. It is recognised that currently some children access short breaks at the Council run short breaks and respite provision while others may struggle to find providers which can meet their child's needs and use their direct payments to do so. The aim is to support families and help them keep children in the community, reducing family breakdown and promoting child's right to family life through a short-breaks offer that is responsive to family needs.

The Council and CCG have widened a previously joint commissioned contract for solely speech and language therapy to include occupational therapy. Over the course of this 5 year contract it is intended that the joint commissioning of these services will lead to further improved quality, effectiveness and efficiency and build on the levels of integration. We will undertake a review of speech and language needs and therapy provision so that we are confident that the likely prevalence of speech, language and communication and occupational therapy needs – including across vulnerable populations (e.g. PRU attendees; CLA; Elective Education etc.) are identified, and jointly commissioned. And that SALT/OT services are adequate to address need for provision across – (Health, Care and Education) i.e. Virtual School/CLA; YOS; PRUs; CWD and SEN. The review will provide recommendation for a strategic, evidence-based and system-wide approach to improving speech, language and communication. Commissioning resources for SLT and OT to meet education needs are currently under review by Council.

For children for whom the Council is undertaking an Education, Health and Care needs assessment, the aim is that there will be better joined up assessment and review of a child's progress through the introduction of a new IT system with a portal to facilitate transparent and open sharing of communication.

Develop coherent pathways across health, education and care for children with autism, including diagnosis, support for education and mental health, support for parents and siblings, workforce development and pathways into employment. Make Croydon an autism-friendly borough.

South London and Maudsley NHS Foundation Trust are planning to put mechanism into place to be able to identify the number of EHCP assessments being conducted, that receive CAMHS assessments and treatments.

The 2018 Local Transformation Plan refresh references the changes to Children's and Families Act 2014 for children and young people with SEND and the need for joined up strategic working across health, education and social services in partnership with families. One of the top priorities in the plan is to review pathways and access to treatment ensuring referral processes are clear.



## 4. Improved post 16 opportunities and outcomes

Support for emotional wellbeing and mental health through the Local Transformation Plan and the commitment to improved transition planning and access to services for children with complex needs and multiple diagnoses including mental health needs. This support will be available for young people with or without an EHC Plan. Discussions with Adult Mental Health to ensure children aged 16 are picked up with transition plans put into place. Pathways for children to Adults Services with continuing health care needs are identified and addressed. Transitions are a priority in the Local Transformation Plan.

The development of local specialist college education provision, the post 16 SEN Centre of Excellence at Croydon FE College. This post 16 centre is due to open in September 2020 with 75 places. A key focus will be pathways into supported employment for those for whom this is an option and for others there will be support for transition to adult care services in the community. The college is expected to provide job coaches and to work with local employers to establish pathways into supported internships and employment.

The adult social care offer for young adults with SEND is being reviewed. During the coming three years there will be consultation and engagement with young adults and their carers so that sufficiency of provision can be established, and decision-making can be based on local pathways for local young people.

Improved pathways into supported accommodation. Croydon Council currently has a programme of work to deliver more units of 'settled accommodation' for people with a disability. This means increasing the amount of housing available for people to live in with the security of having their own tenancy. This housing stock is being developed by working with the Council's own property department, with registered social landlords/housing associations in the borough and with the private rental market.

For young people with an EHC Plan, transition planning to adulthood will start from age 13 years. The SEND Service has been re-organised with a new 12-25 SEND Team established. The outcome of better early planning is intended to be a clear pathway and progression post 19, improved outcomes of employment and better tracking of young people's destinations.

A clear pathway from children to adults' health services for young people with complex medical needs who have continuing healthcare needs.



## 5. Workforce development

Establish a core training offer for all practitioners across agencies so that there is a shared understanding of legislative duties and children and young people's special educational needs.

Work in partnership with education settings and schools to develop evidence-based SEN Support for children in Croydon so that children's needs are identified; assessed; met and reviewed and parents have confidence that children and young people are making progress. Particular focus on meeting the needs of autism and social, emotional mental health needs in school.

In partnership with community organisations, the Council and health provide a core offer of training for parents – in particular regarding behaviour management at different ages and stages and autism.

## NEXT STEPS

This strategy has been informed by a wide-range of parents, young people and practitioners' views.

The SEND Strategy is being taken forward through an implementation plan led by Senior Officers from across the Council and Health. The implementation plan will be subject to governance by the SEND Strategic Board.



