

Analysis for JSNA refresh & Priority Action Plan

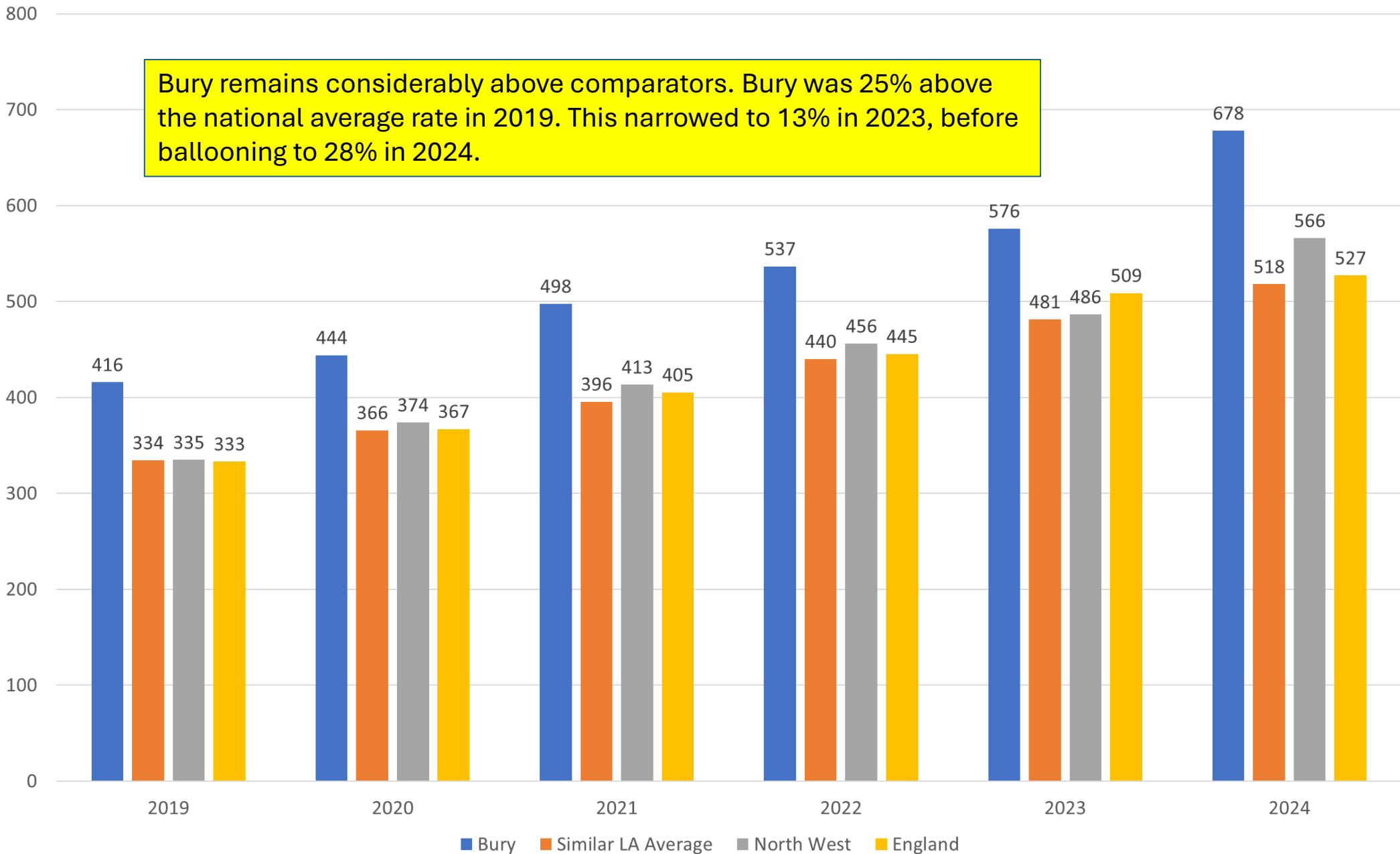
Robert Arrowsmith

All EHCPs – National Data Return

National Data Return for all children with EHCPs in January 2024

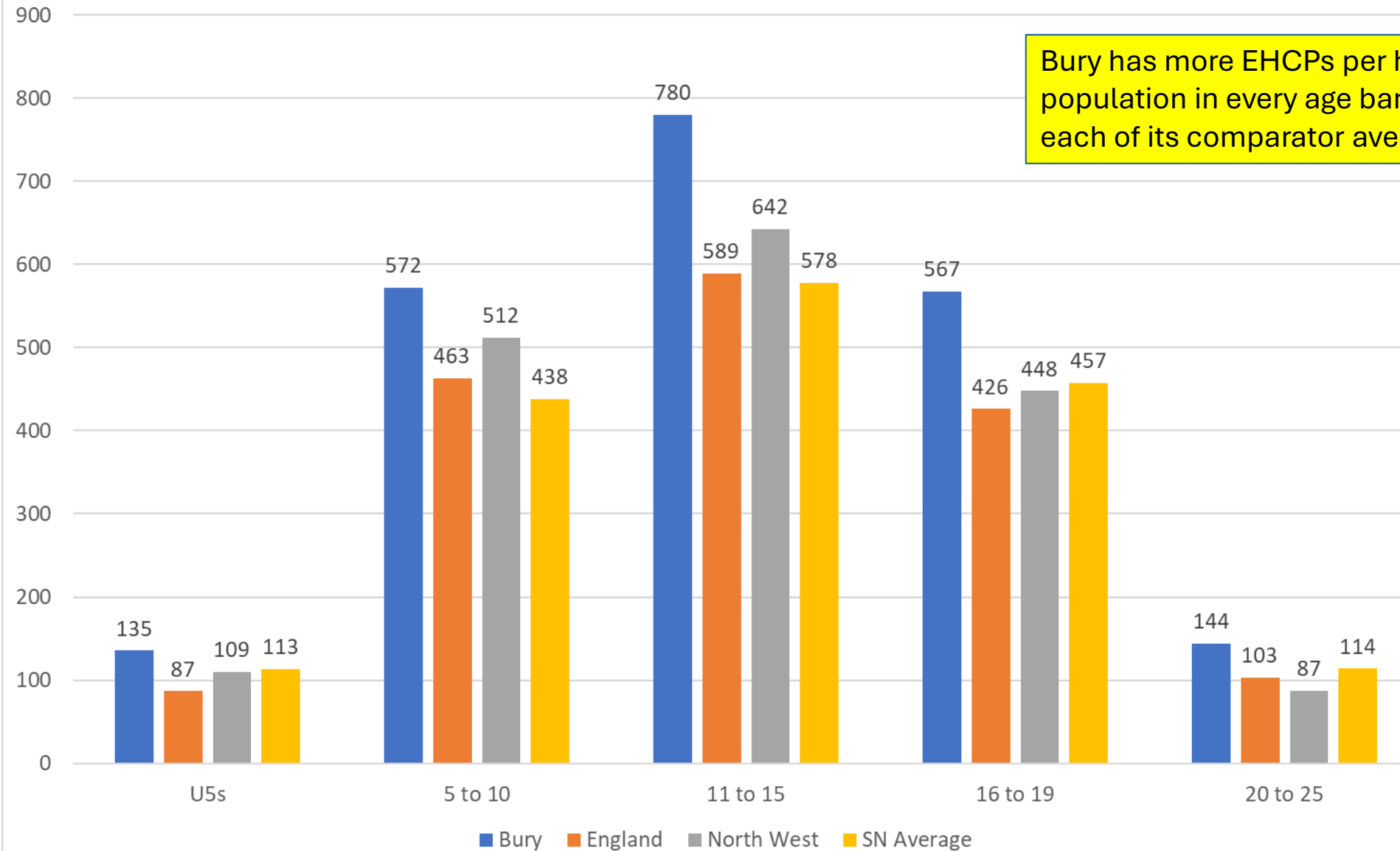
EHCPs per 10k 4 to 19 year olds 2019 onwards

Bury remains considerably above comparators. Bury was 25% above the national average rate in 2019. This narrowed to 13% in 2023, before ballooning to 28% in 2024.

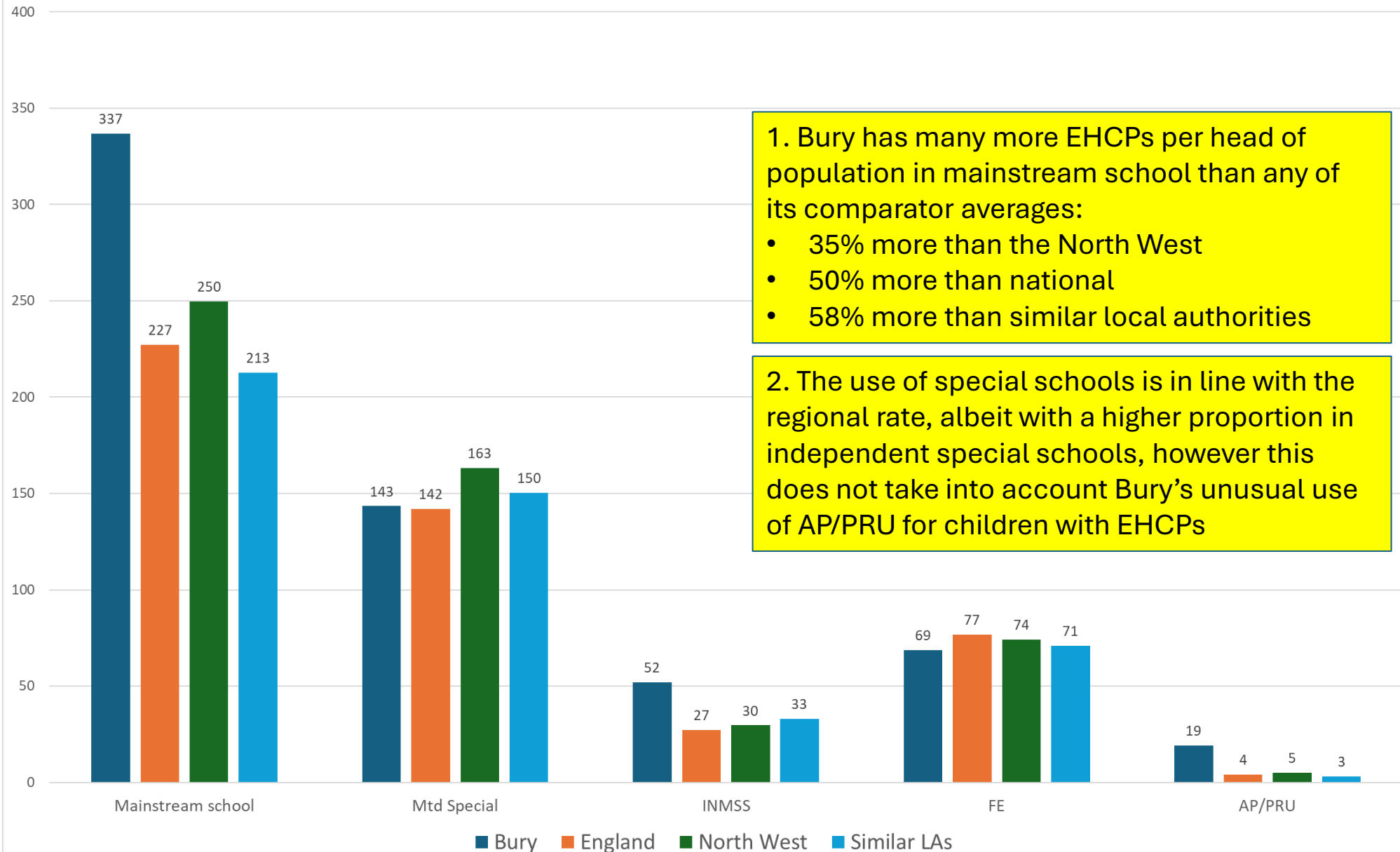


EHCPs as at Jan 2024 by age band, as rates per 10k pop within age band

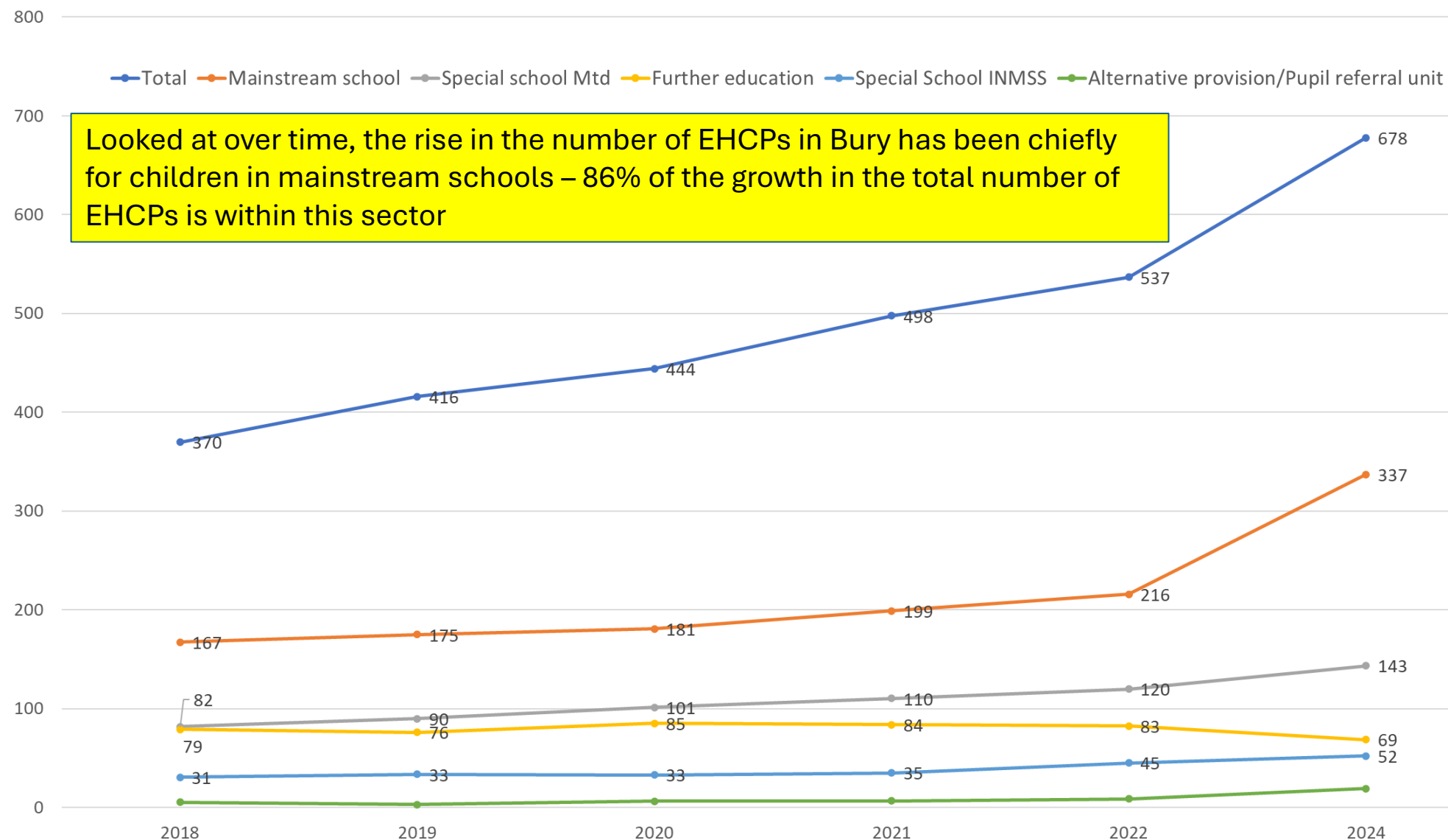
Bury has more EHCPs per head of population in every age band than each of its comparator averages



EHCPs per 10k 4 to 19 yr old population by type of provision



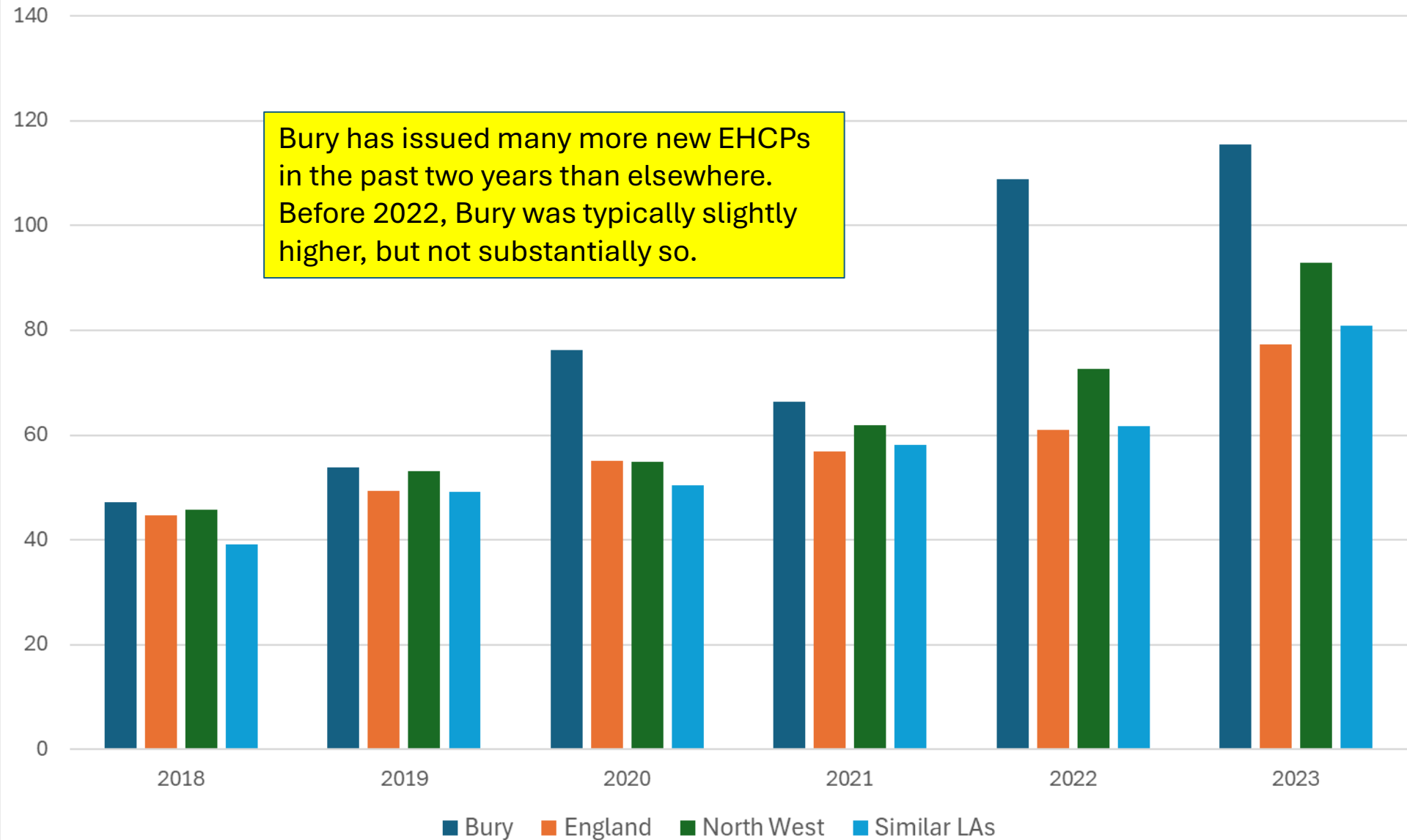
EHCP Provision Scaled per 10,000 4 to 19 population since 2018

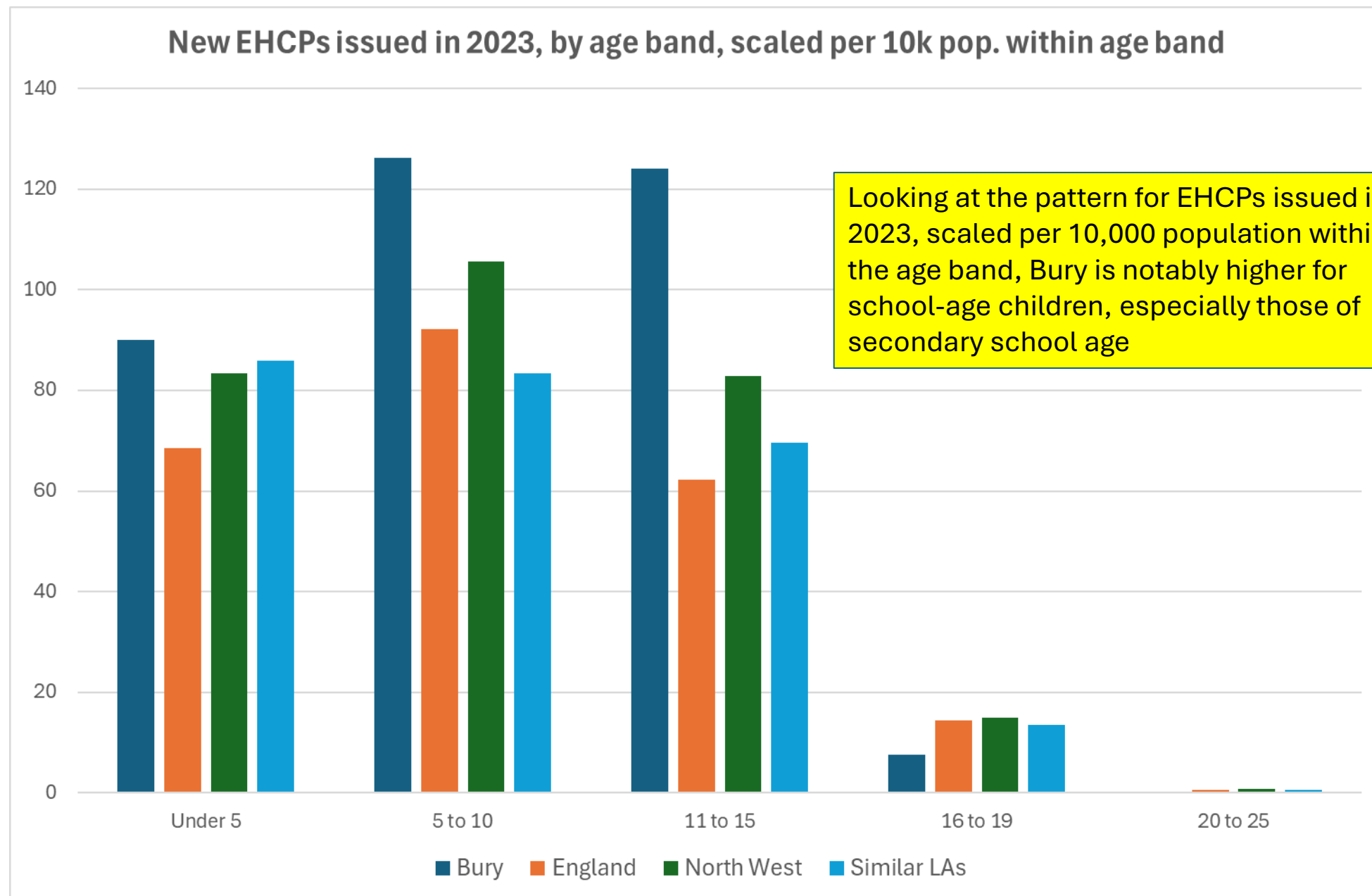


New EHCPs in 2023

National Data Return for the full calendar year 2023

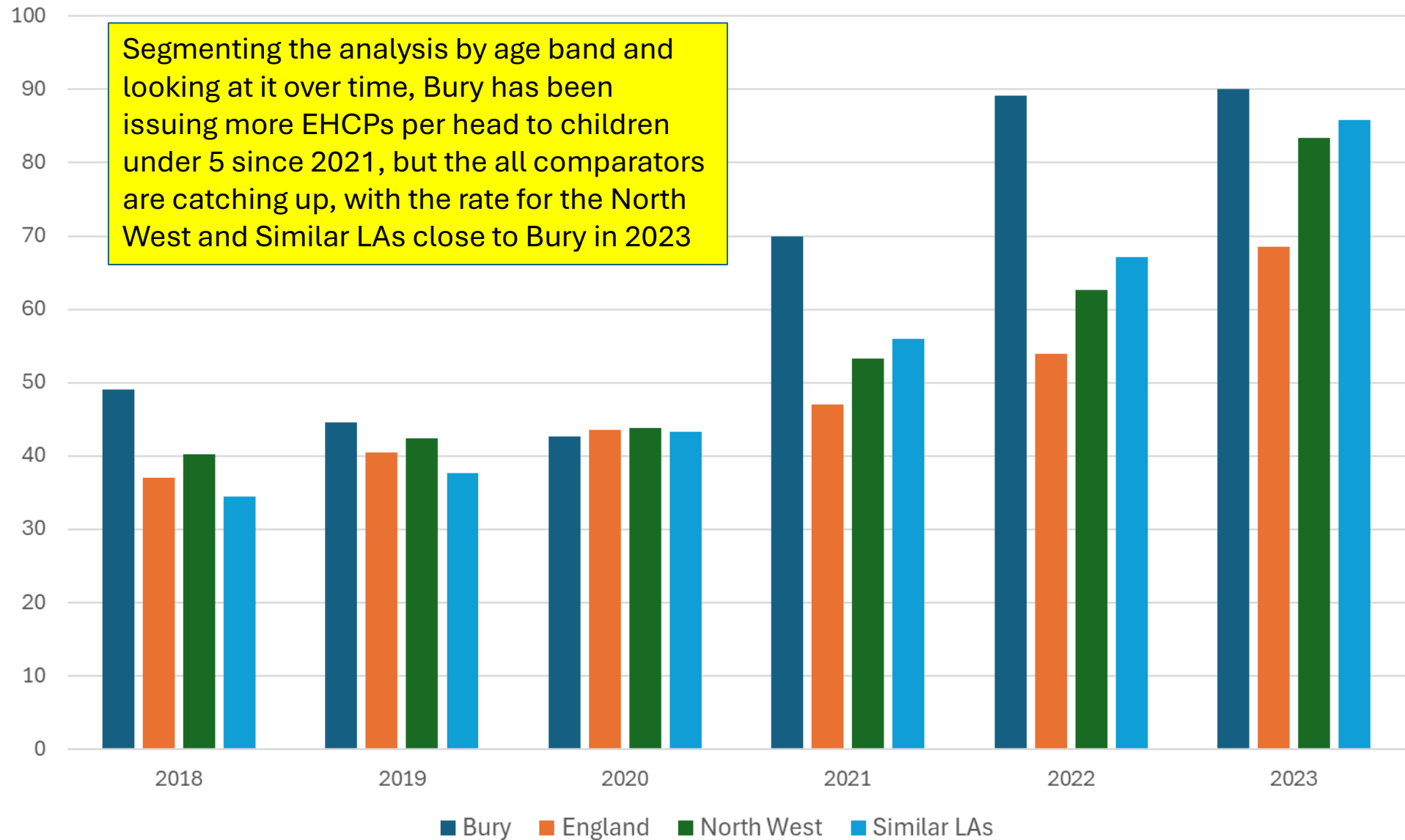
New EHCPs per 10k 4 to 19 year olds since 2018





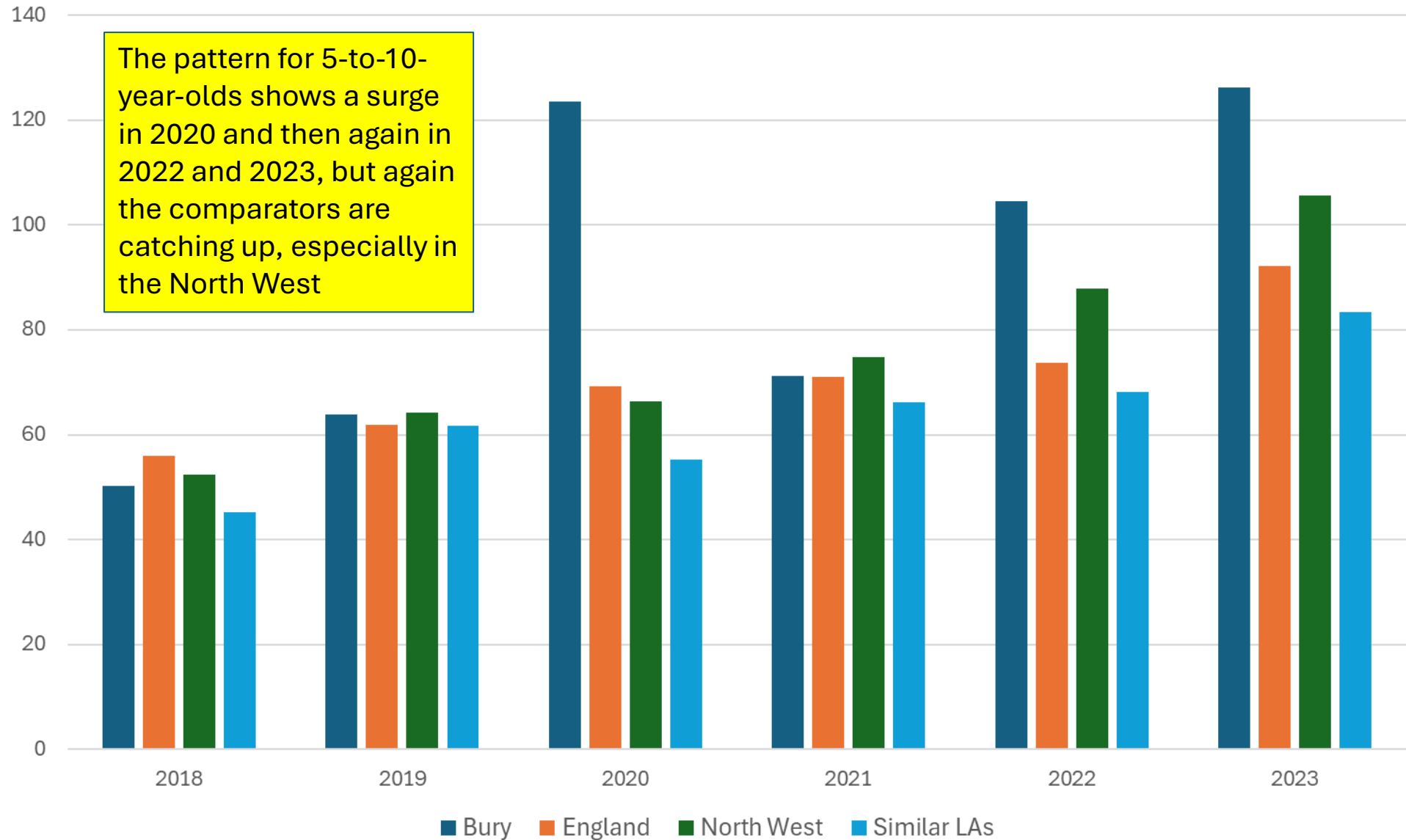
New EHCPs for Under 5s per 10k pop since 2018

Segmenting the analysis by age band and looking at it over time, Bury has been issuing more EHCPs per head to children under 5 since 2021, but the all comparators are catching up, with the rate for the North West and Similar LAs close to Bury in 2023



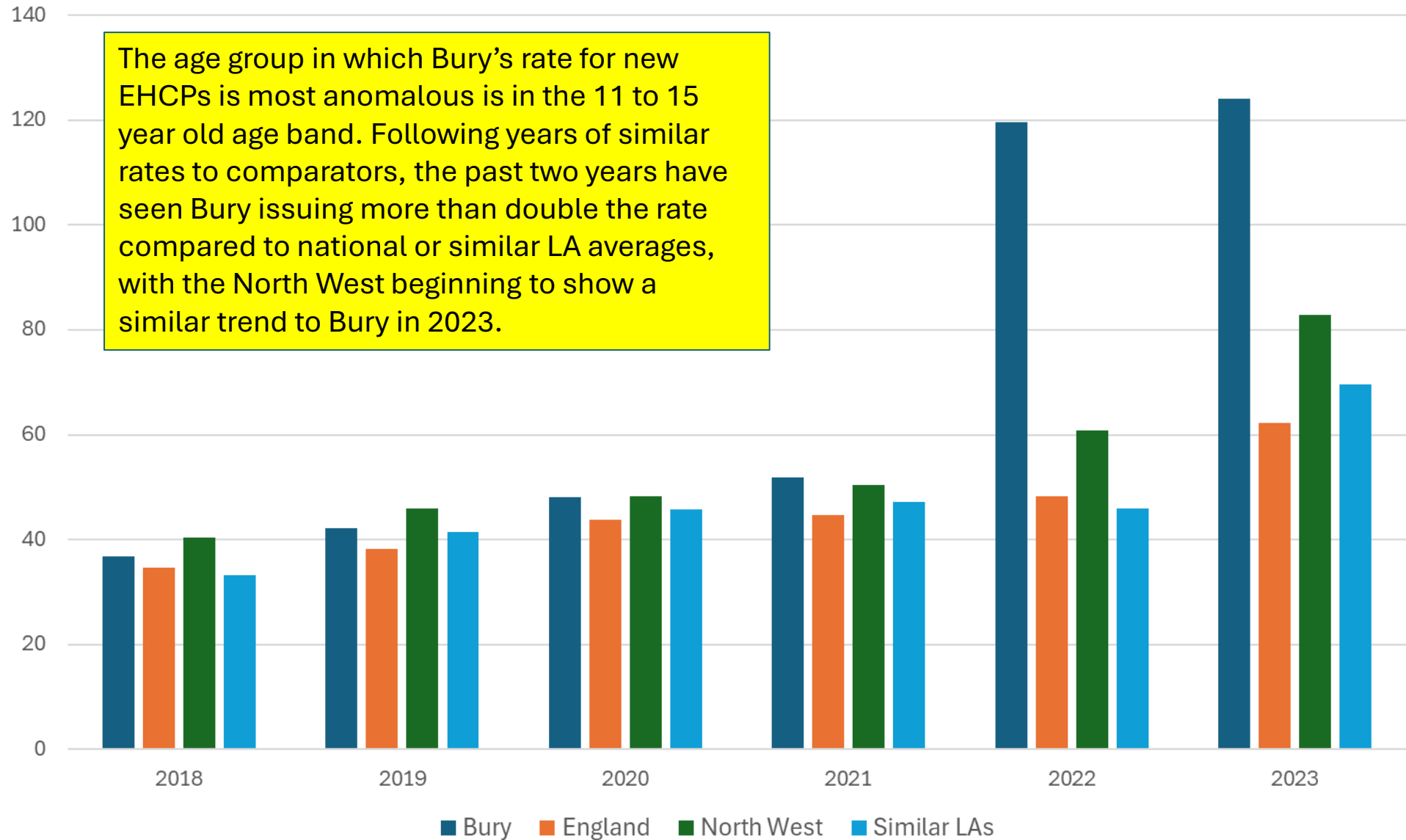
New EHCPs for 5 to 10 year olds per 10k pop since 2018

The pattern for 5-to-10-year-olds shows a surge in 2020 and then again in 2022 and 2023, but again the comparators are catching up, especially in the North West



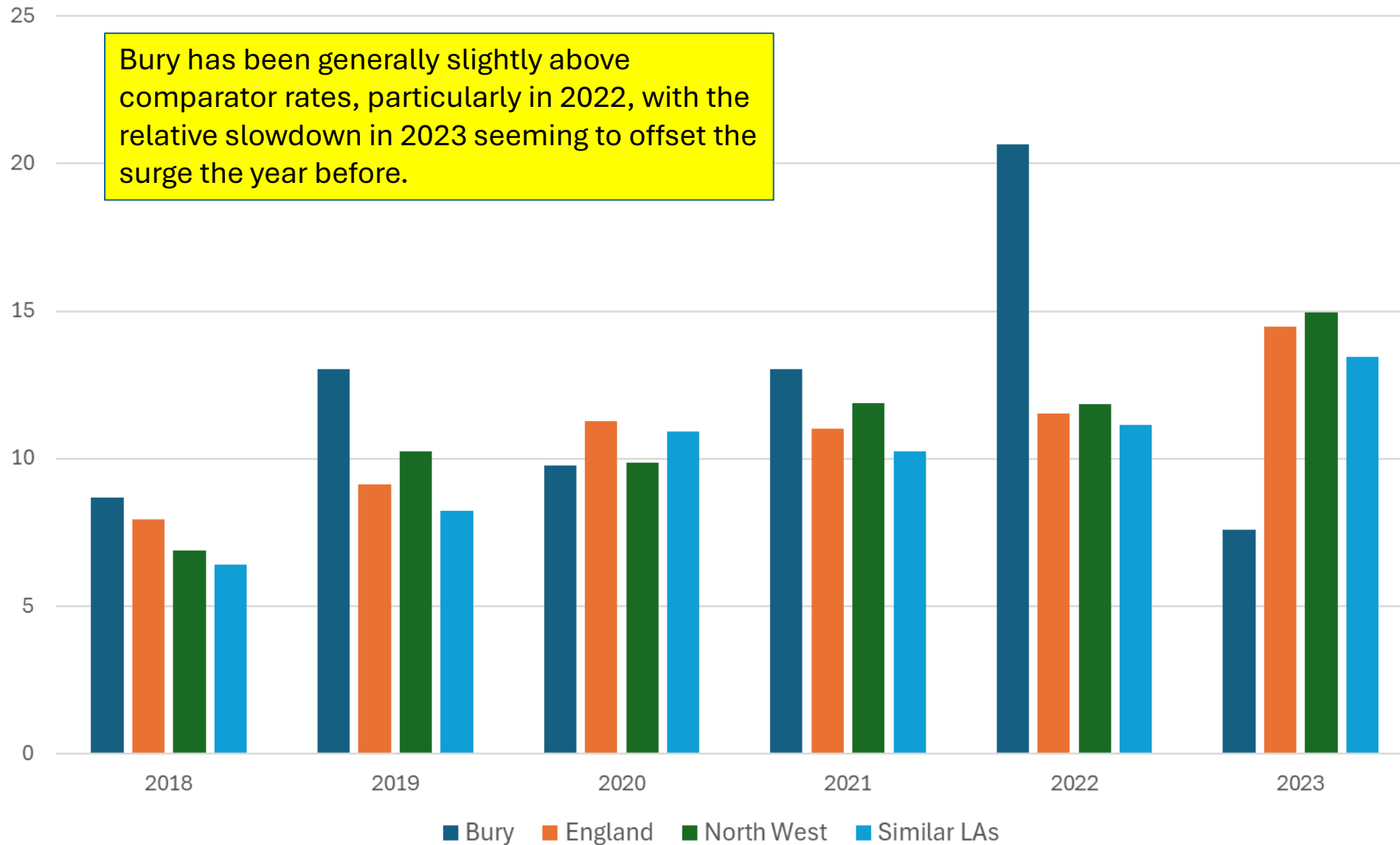
New EHCPs for 11 to 15 year olds per 10k pop since 2018

The age group in which Bury's rate for new EHCPs is most anomalous is in the 11 to 15 year old age band. Following years of similar rates to comparators, the past two years have seen Bury issuing more than double the rate compared to national or similar LA averages, with the North West beginning to show a similar trend to Bury in 2023.



New EHCPs for 16 to 19 year olds per 10k pop since 2018

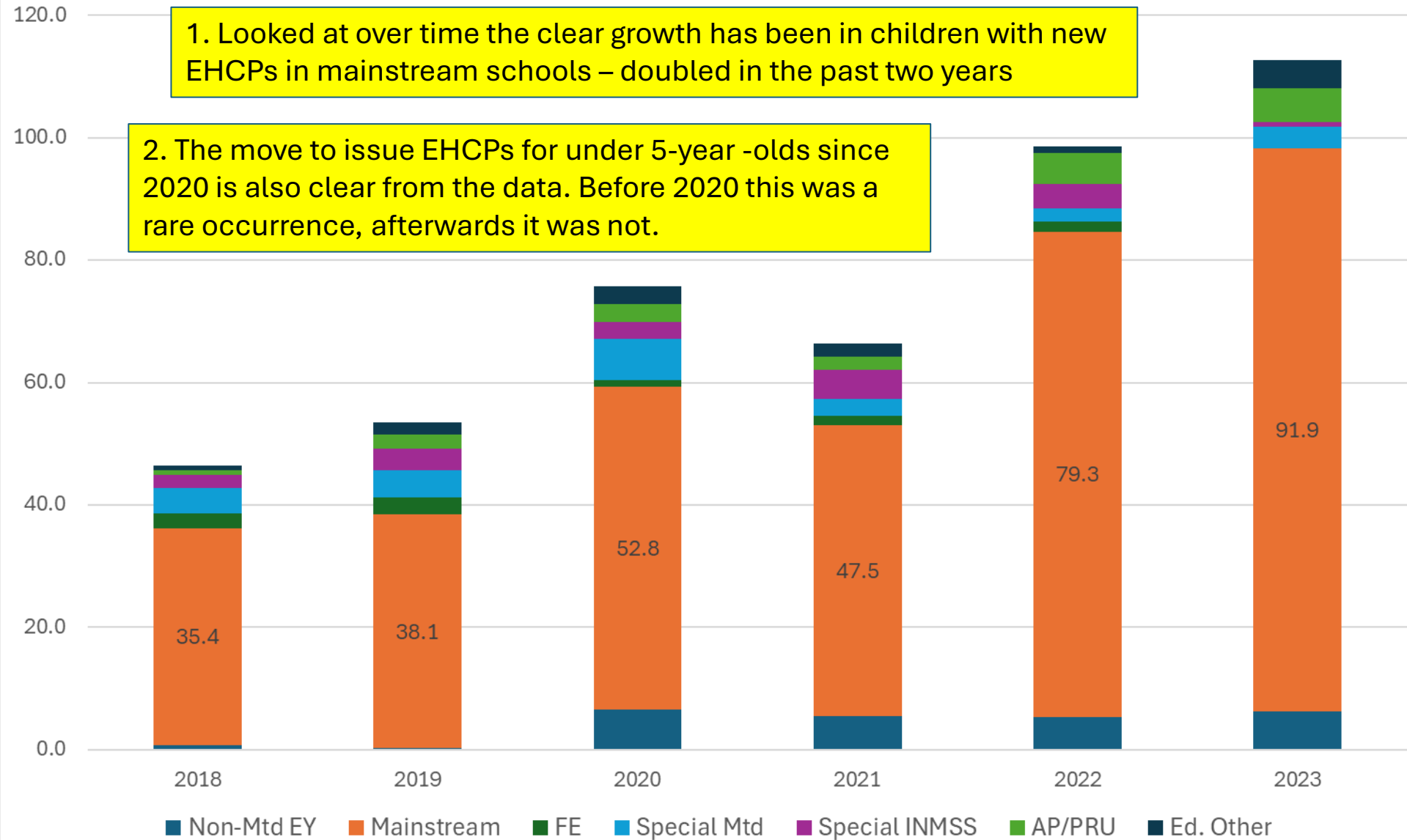
Bury has been generally slightly above comparator rates, particularly in 2022, with the relative slowdown in 2023 seeming to offset the surge the year before.



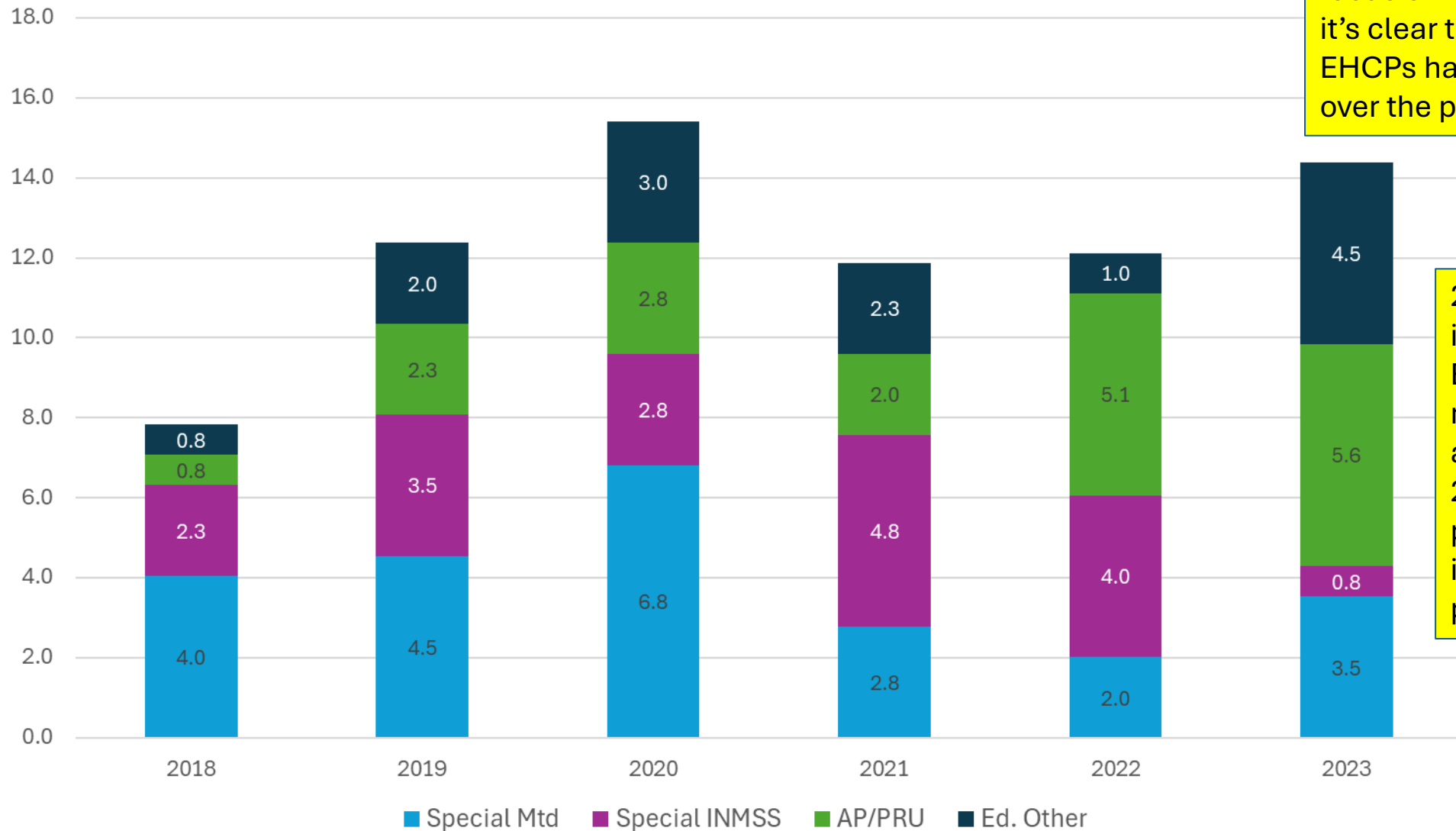
New EHCPs and type of establishment

National Data Return for the full calendar year 2023

Bury New EHCPs by year and establishment



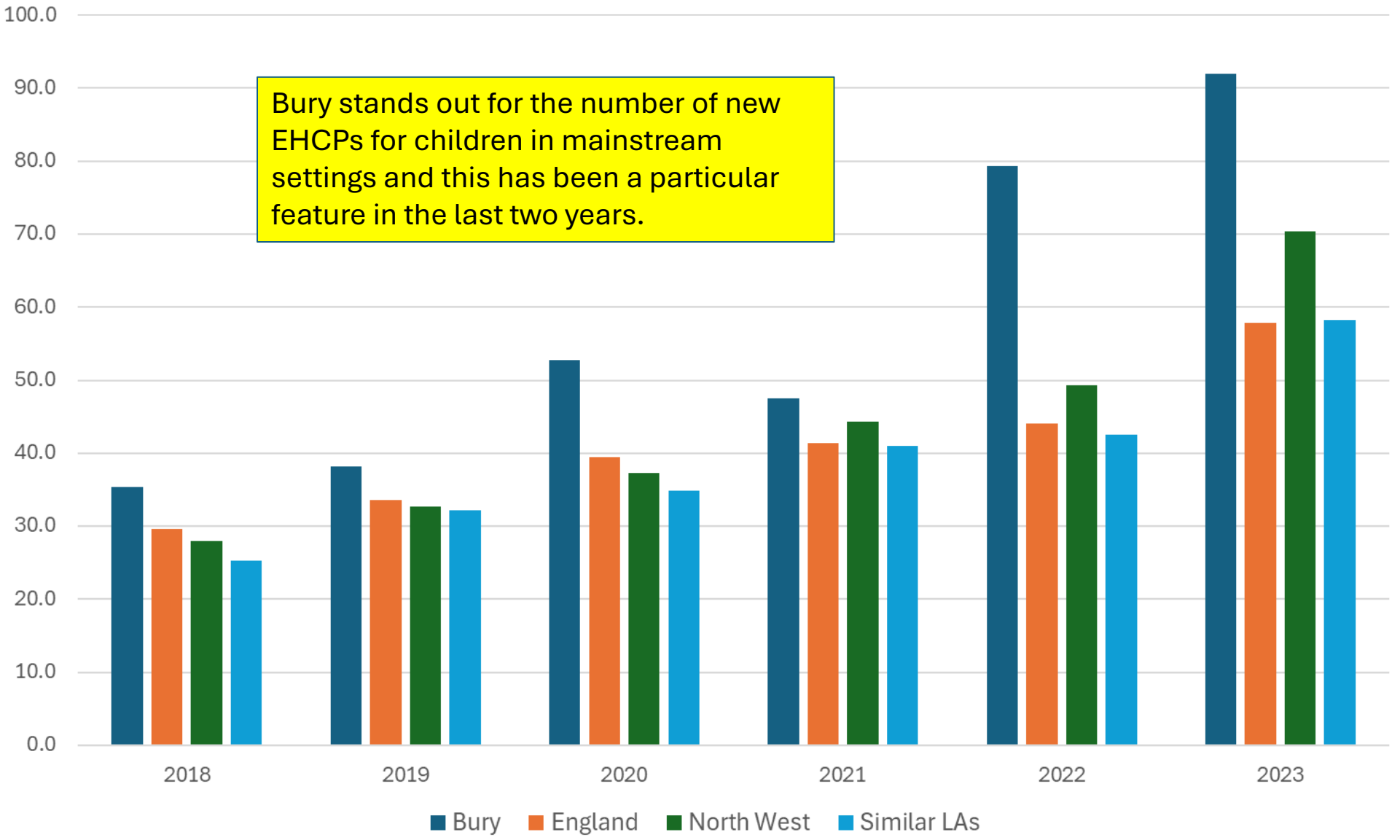
**Bury New EHCPs per 10k 14 to 19 year olds by year and establishment -
removing Mainstream, FE and non-mtd Early Years**



1. Removing Mainstream, FE and Early Years from the analysis to focus on more specialist provision, it's clear that the number of new EHCPs has been relatively steady over the past 5 years

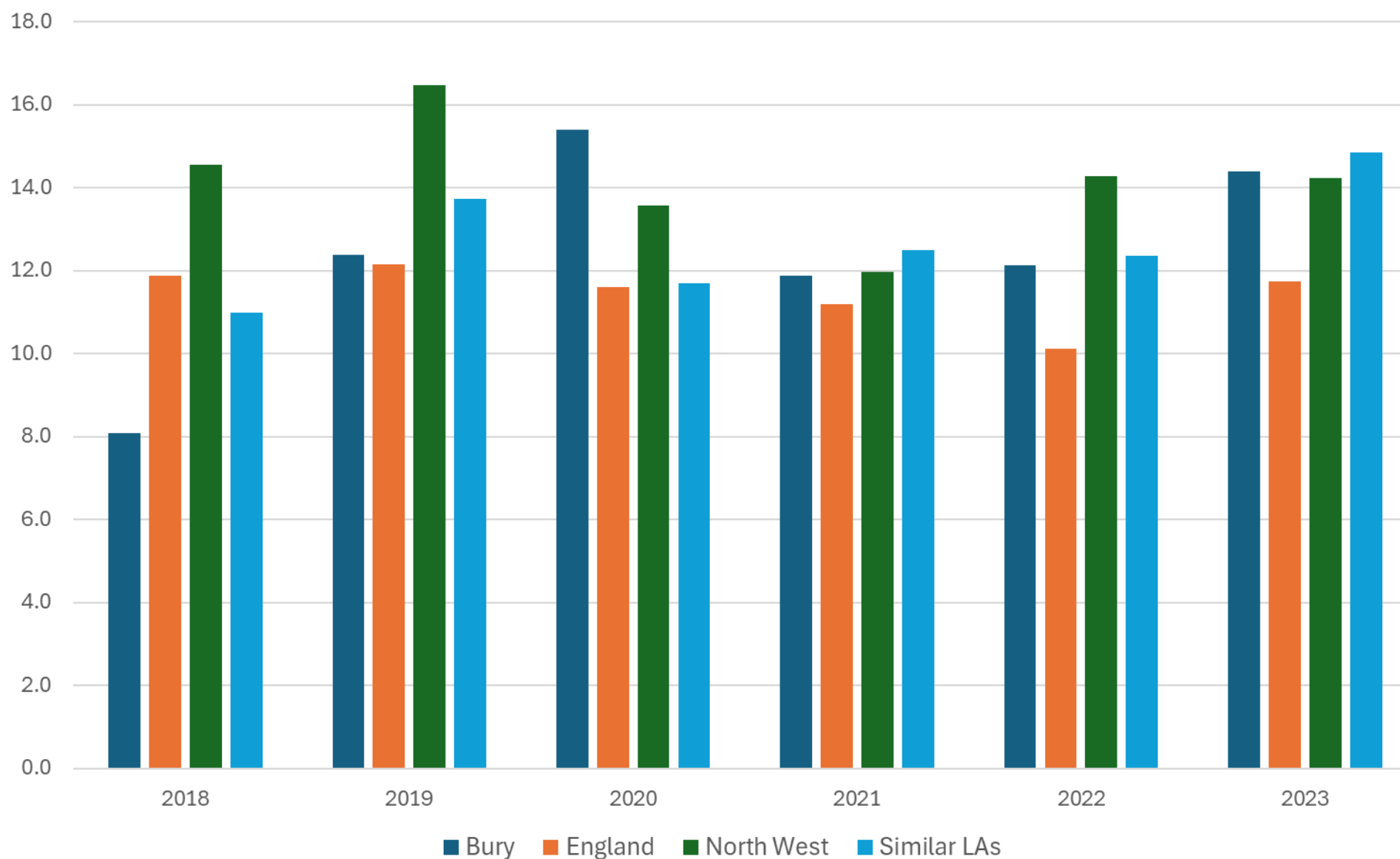
2. The shift in the balance in the specialist for new EHCPs over time and the move towards AP/PRU and other provision in 2022 and 2023 possibly points to capacity issues in special school provision.

New EHCPs per 10k 4 to 19 year olds in Mainstream Settings by Year



Bury stands out for the number of new EHCPs for children in mainstream settings and this has been a particular feature in the last two years.

New EHCPs per 10k 4 to 19 year olds in Special Schools+AP/PRU+Educated Elsewhere



Bury has an unusual dependence on the PRU and AP to provide for children with EHCPs.

If you add the number of new EHCPs for children in Special Schools to those in PRU/AP, or educated elsewhere for Bury and its comparators as a proxy for those children requiring provision outside of mainstream, the rates per 10k are similar and have been for the past 5 years

New EHCPs issued in 2023 per 10k 4 to 19 year olds, split by type of education provision - detail

	Bury	England	North West	Similar LAs
Non-maintained early years	6.3	3.0	4.1	4.6
Mainstream school	91.9	57.9	70.3	58.3
Special school	4.3	8.1	10.4	10.8
Maintained Special	3.5	6.3	7.6	7.5
Special INMSS	0.8	1.9	2.7	3.3
Alternative provision/Pupil referral unit	5.6	1.2	2.0	1.3
Educated elsewhere	4.5	2.4	1.9	2.8
Elective home education	2.3	0.9	0.7	0.6
Other arrangements by parents	1.0	0.1	0.3	0.2
Other arrangements by local authority	1.0	0.8	0.4	1.3
NEET	0.3	0.6	0.5	0.7
Further education	0.0	2.2	2.1	1.6

1. The most unusual aspect of Bury's figures is the number of EHCPs for children in mainstream school – it is this difference that explains the gap in the rate of new EHCPs between Bury and all its comparators (North West, England or the average for Similar Authorities).

2. The number of school age children outside of mainstream is similar to other areas in total, but unusual in its balance of provision

- More use of AP
- More use of EHE and other arrangements, with the number of EHE and other arrangements by parents pointing to lack of parental confidence in available options.

Analysis of all current EHCPs confirms these conclusions and points to several others

	Bury	England	North West	Similar LAs
Alternative provision/Pupil referral unit	19.2	4.1	5.1	3.0
Educated elsewhere	27.0	19.7	12.6	19.9
Other arrangements by local authority	10.1	7.9	5.1	11.1
Elective home education	5.1	5.3	3.5	4.6
Other arrangements by parents	5.1	0.8	1.6	1.1
Not in education or training - notice to cease issued	5.3	1.7	1.1	1.2
Not in education or training - other	0.8	2.5	0.8	0.9
Not in education or training - other - compulsory school age	0.8	1.4	0.6	1.0
Further education	68.7	76.7	74.1	70.9
General FE and tertiary colleges/HE	61.4	61.2	58.6	59.1
Specialist post-16 institutions	7.3	8.0	8.4	8.6
UK Registered Learning Provider	0.0	7.5	7.2	3.2
Mainstream school	336.9	227.0	249.7	212.6
Maintained School	314.7	200.5	228.9	185.1
- Resourced Provision	8.1	12.4	8.0	9.6
- SEN Unit	1.0	8.0	6.4	12.6
Independent School	13.1	6.2	6.4	5.3
Special school	195.5	169.2	192.7	183.2
Maintained Special School	143.4	141.9	163.1	150.2
Independent or Non-Maintained Special School	52.0	27.3	29.6	33.0
Non-maintained early years	10.1	4.0	5.3	5.3
Sum of next 3 categories	21.0	23.7	27.0	23.5
NEET	6.6	14.1	18.2	16.4
Other	1.0	3.4	3.0	3.2
Unknown	13.4	6.2	5.8	3.9
Grand Total	678.4	524.4	566.4	518.5

All figures are rates per 10,000 four to 19 year olds

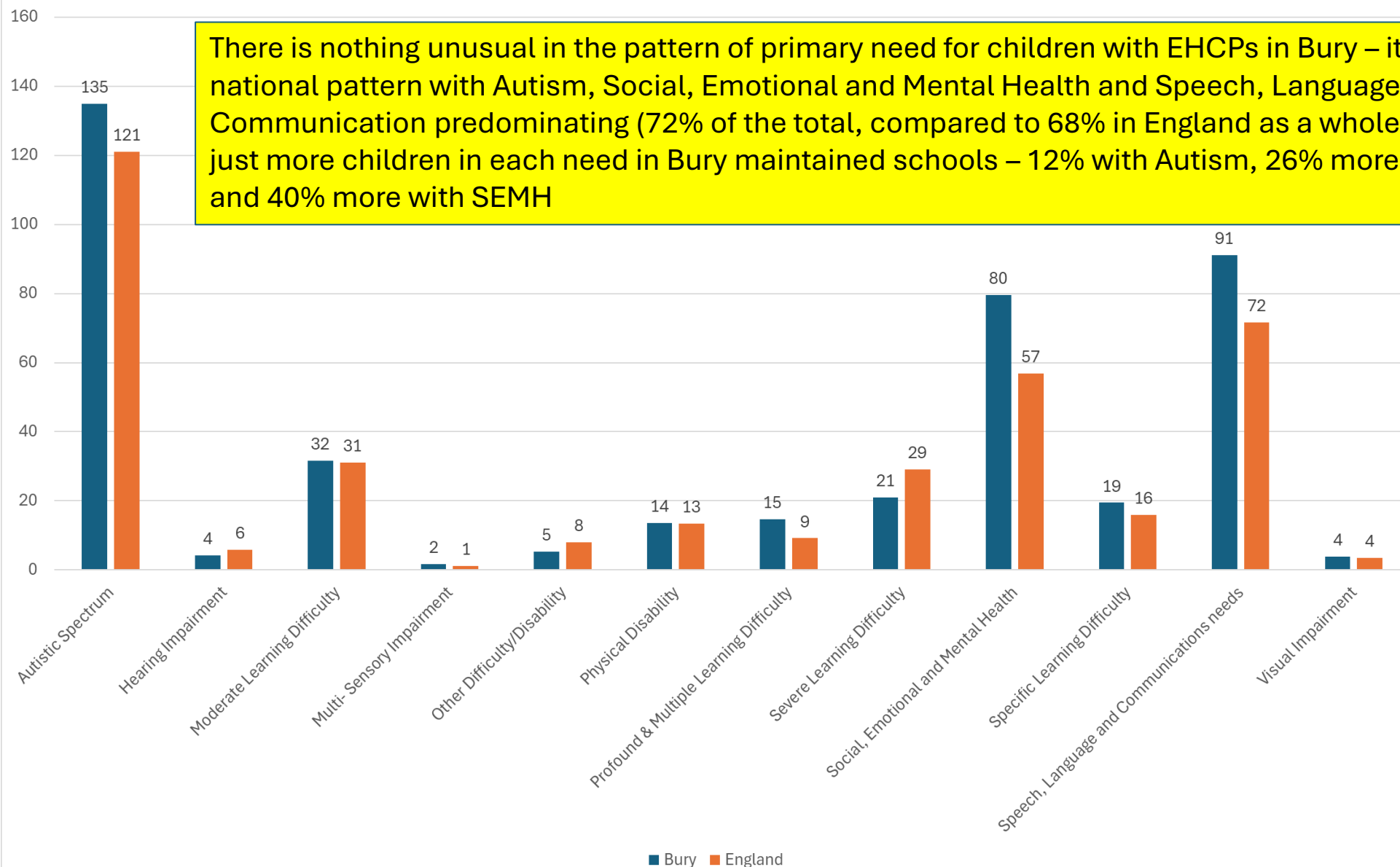
1. The rate of EHCPs in mainstream school is strikingly high, especially given that the rate of those in resourced provision or SEN Units within those schools is relatively low

2. Markedly more children with EHCPs in Bury are outside the maintained sector, whether in EY, INMSS or Independent schools – between 70 and 100% more depending on the comparator average used

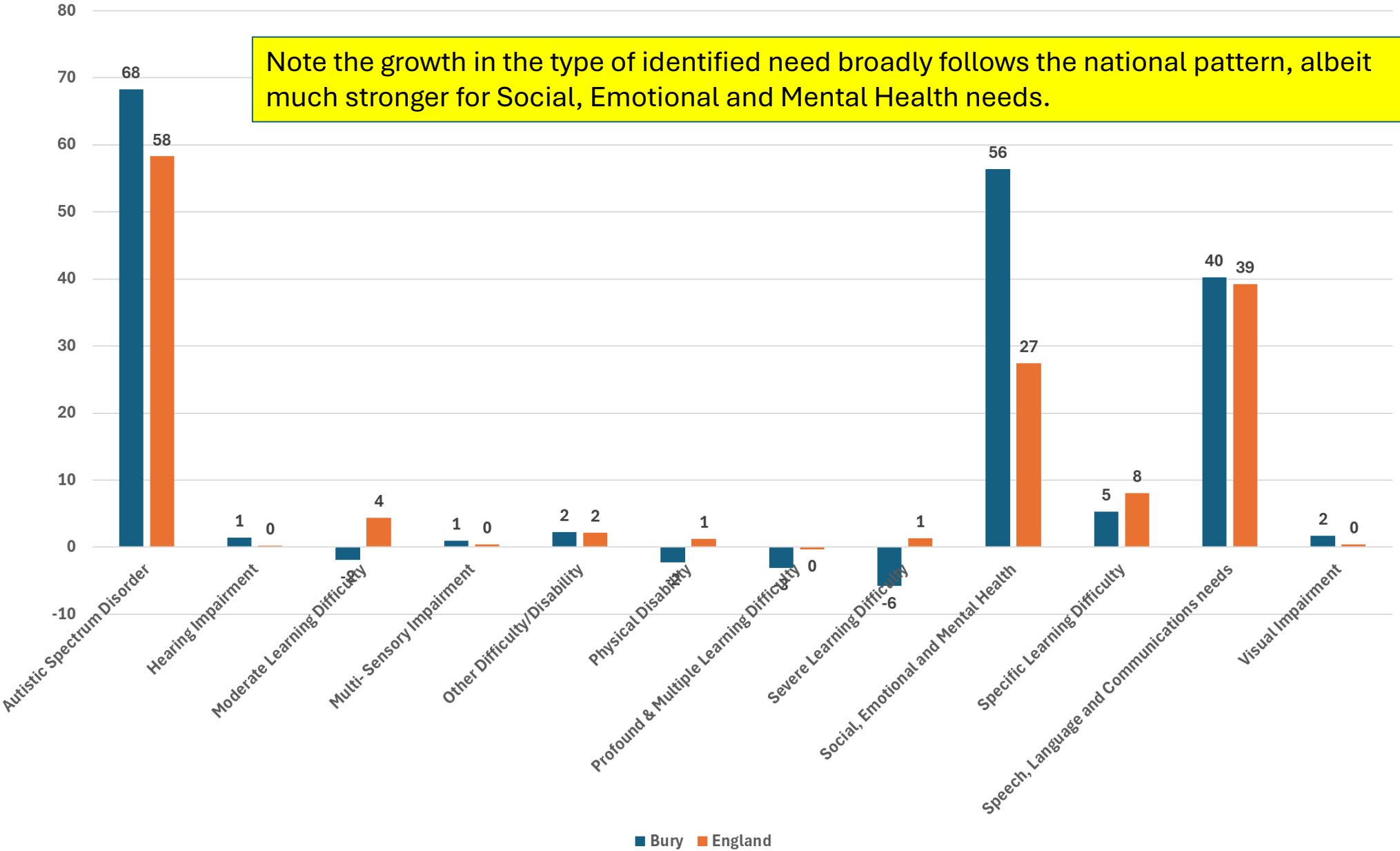
3. Adding AP/PRU and ‘other arrangements by LA’ to the Special School rate, there is a higher overall rate of children with EHCPs in specialist provision in Bury (10 to 25% more depending on the comparator)

SEND in Schools by Primary Need

EHCPs per 10k 4 to 19 year olds, split by primary need

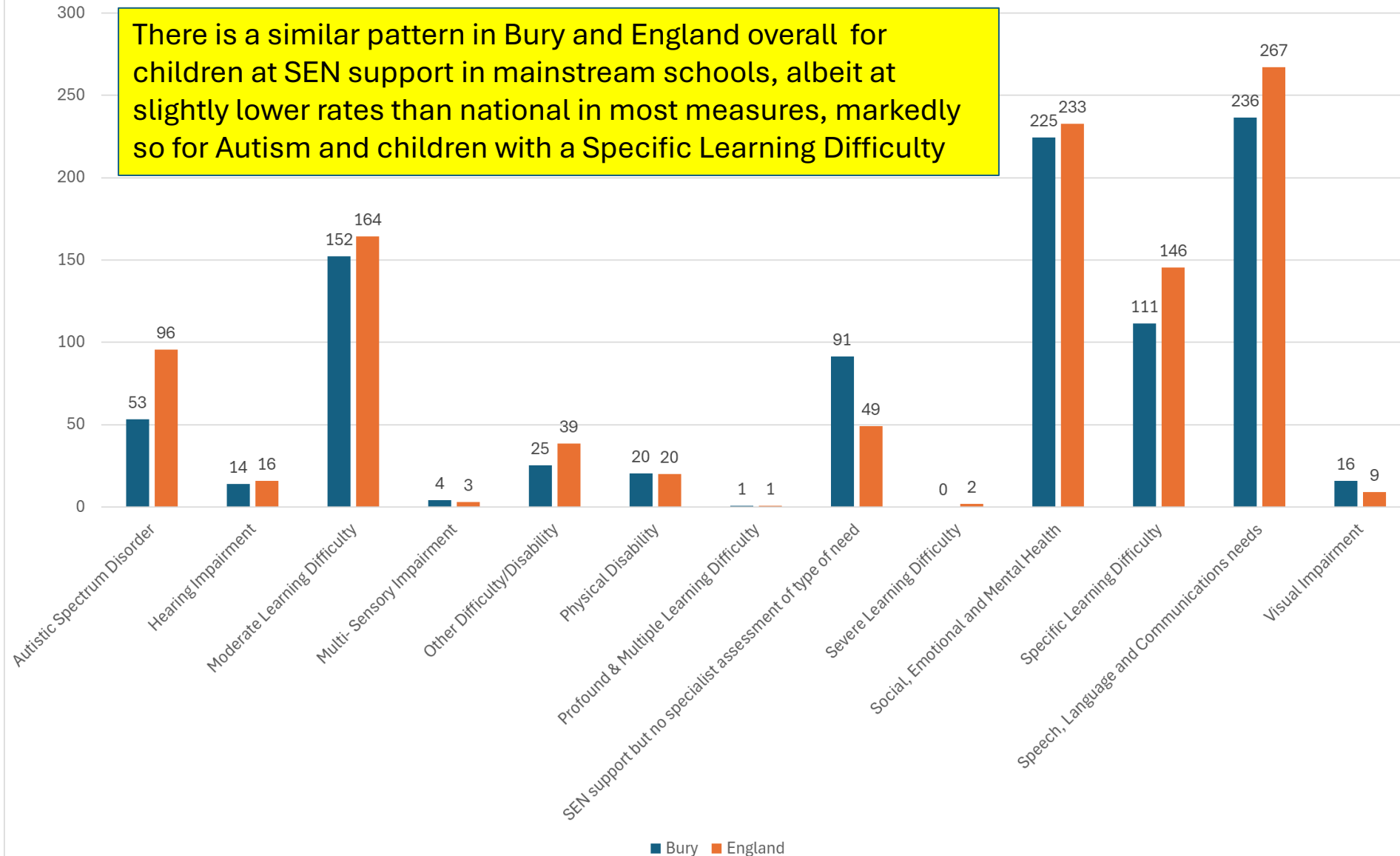


Change in EHCP rates per 10k 4 to 18 year olds by need since 2018

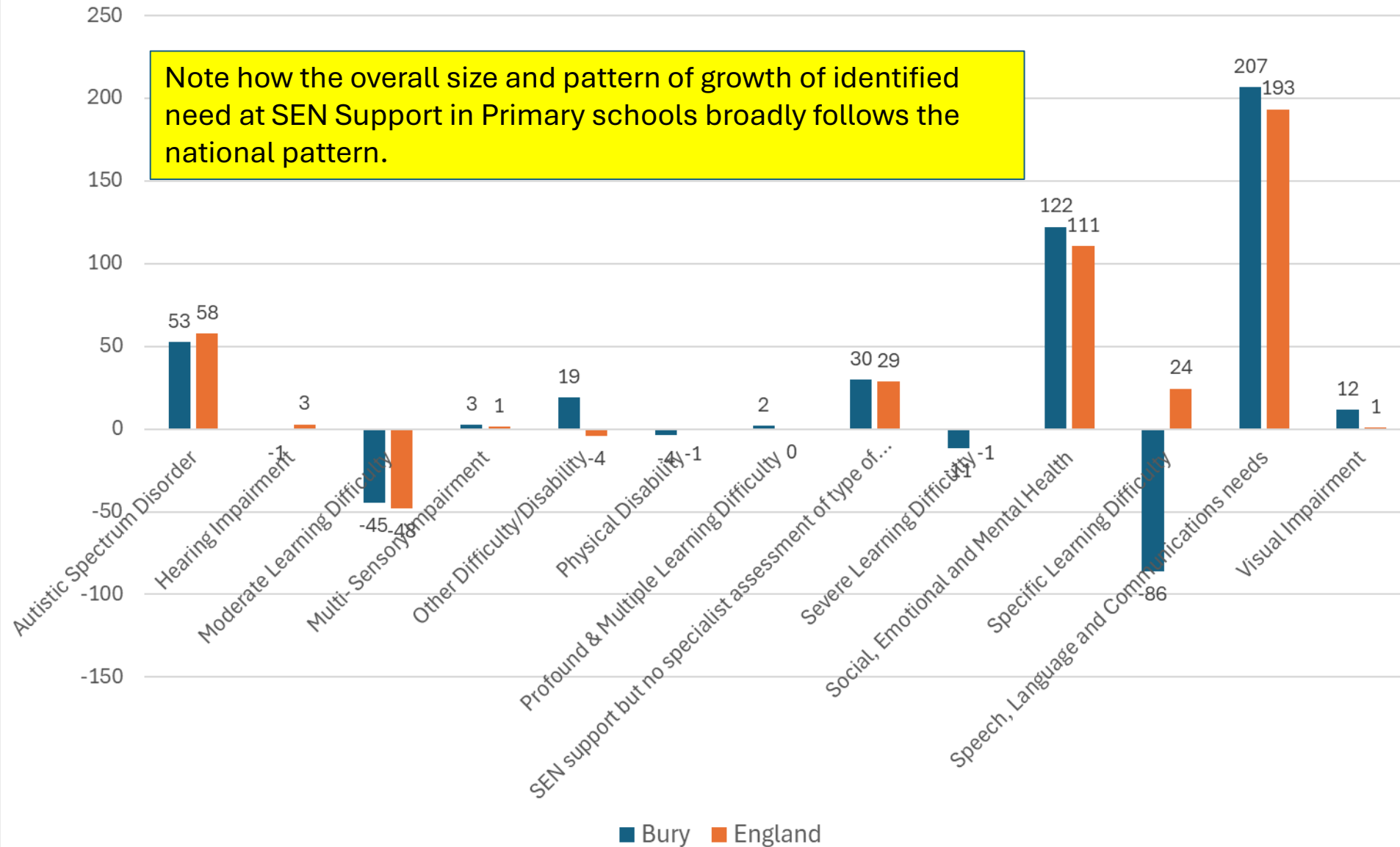


SEN Support per 10k 4 to 19 year olds, split by primary need

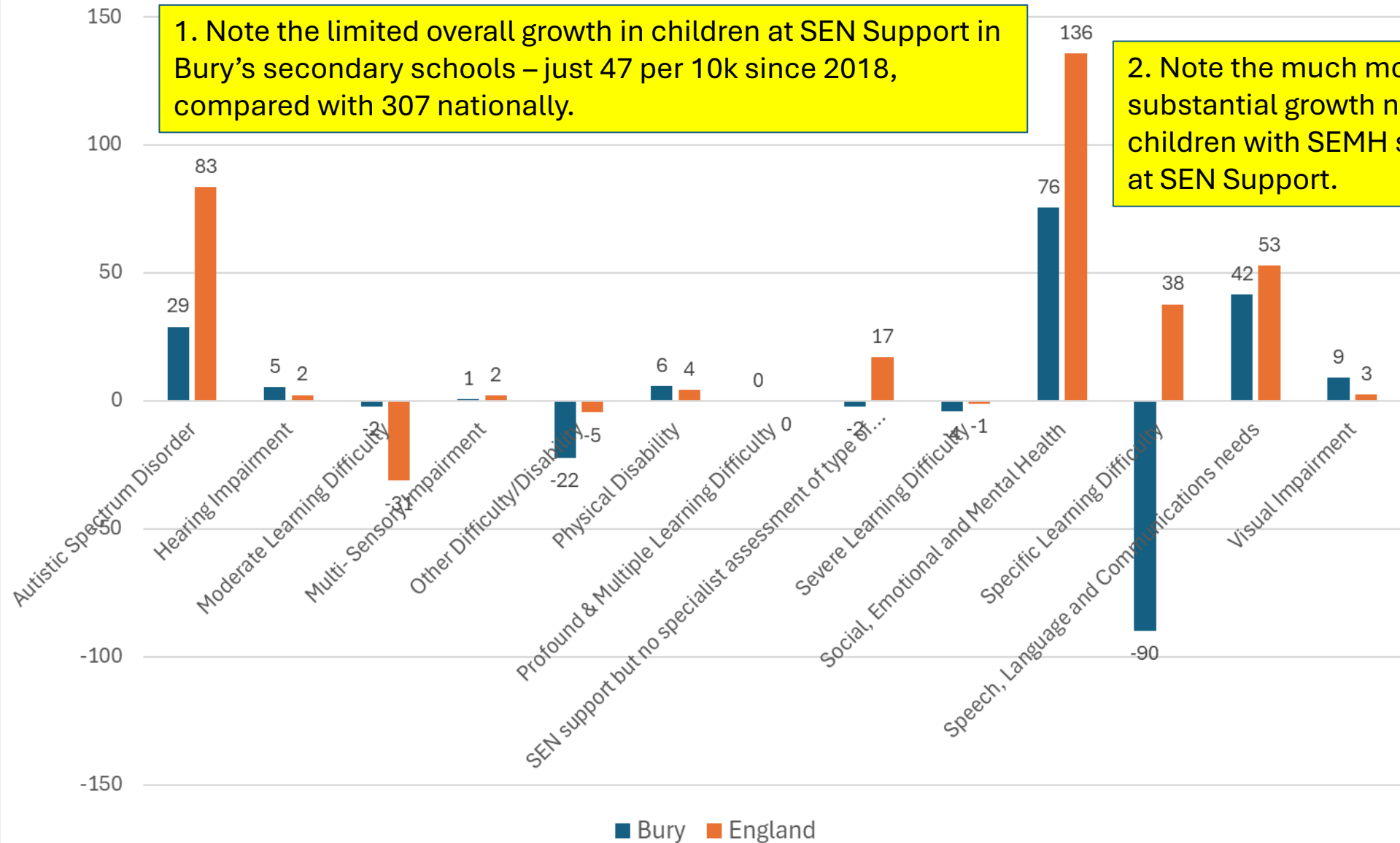
There is a similar pattern in Bury and England overall for children at SEN support in mainstream schools, albeit at slightly lower rates than national in most measures, markedly so for Autism and children with a Specific Learning Difficulty



Change in Primary School identified need at SEN Support (per 10k 4 to 19 yr olds)



Change in Secondary School identified need at SEN Support (per 10k 4 to 19 yr olds)



Priority Impact Plan KPIs

Priority Impact Plan - KPIs

- 59 indicators, split across the 6 Priority Areas and 3 Areas for improvement.
- Indicators divided into 4 basic types of indicator:
 1. Data items where there are national, regional and similar authority comparators available (19)
 2. Data items where there is objective local data available, but for which there is no comparator data (18) – chiefly focused around ‘Transition’, ‘AP and EOTAS’ and ‘Early Identification’)
 3. Data drawn from Quality Assurance and Audit activity (4).
 4. Parent and child opinion survey based KPIs (18)

1. Indicators where there is national comparator data available.

Priority Area / Area for Improvement	Number	Indicator	Most recent comparator	Bury Baseline	Bury	England	SN
Strategy	1	Number of requests for EHCP assessments (per 10k child population)	2023 full year	170	151	127	128
Strategy	2a	GCSE Attainment 8 score for children with identified SEND: EHCP	2023	20.4	20.4	14	12.9
Strategy	2b	GCSE Attainment 8 score for children with identified SEND: SEN Support	2023	34.1	34.1	33.3	33.4
Strategy	3a	KS2 Reading, Writing & Maths at expected standard for children with identified SEND: EHCP	2023	8	8	8	8.5
Strategy	3b	KS2 Reading, Writing & Maths at expected standard for children with identified SEND: SEN Support	2023	22	22	24	24.1
Strategy	4a	School Attendance rates for children with identified SEND	Autumn Term 2023	89.6	89.6	89.7	89.5
Strategy	4b	School Attendance rates - the overall cohort (non-SEND)	Autumn Term 2023	94.1	94.1	94.2	94.0
Strategy	5a	School Suspension rates for children with identified SEND	2023	23.3	23.3	23.7	23.4
Strategy	5b	School Suspension rates for children - overall cohort (non-SEND)	2023	7.3	7.3	6.4	6.8
Strategy	6a	School Permanent Exclusion rates for children with identified SEND	2023	0.29	0.29	0.33	0.41
Strategy	6b	School Permanent Exclusion rates for children- the overall cohort (non-SEND)	2023	0.05	0.05	0.07	0.09
Early Identification	18a	Proportion of children in mainstream schools supported at SEN Support – primary school. <i>(also relevant for Workforce)</i>	Jan-24	13.7	14	14.1	13.2
Early Identification	18b	Proportion of children in mainstream schools supported at SEN Support – secondary school. <i>(also relevant for Workforce)</i>	Jan-24	11.8	11.8	12.9	12.7
Early Identification	19	Proportion of new EHCPs issued for children aged 10 years and over	2023 full year	53.7	44.3	27	32.3
Preparation for Adulthood	26	Percentage of 16- & 17-year-olds with EHCPs in education and training	2023	85.7	85.7	87.2	87
Preparation for Adulthood	27	Percentage of young people with identified SEND with a level 2 qualification at age 19.	2023	58.43	58.43	56.32	55.67
Transitions	31	Proportion of children reaching a good level of development by the end of reception year.	2023	65.7	65.7	67.5	67.2
Transitions	38	Proportion of adults with learning disabilities living independently or with family	2023	90.6	90.6	80.5	86.7
EHCP Plans and Reviews	39	Proportion of EHCP issued within 20-weeks	2023 full year	74.1	96	50.3	51.4

2. Indicators which have objective data, but for which there are no external comparators

Priority Area / Area for Improvement	Number	Indicator	Type of Indicator	Most recent comparator	Bury Baseline	Bury
Strategy	7	Children with SEND who are electively home educated.	Current	Baseline Jan 2024	51	50
Strategy	8	Number of complaints received.	Last 3 months			
Early Identification	14	Numbers of website visitors to the Graduated Approach toolkit (<i>also relevant for Workforce *</i>)	Last 3 months			
Early Identification	15	Number of pages accessed per visit on the Graduated Approach toolkit (<i>also relevant for Workforce *</i>)	Last 3 months			
Early Identification	16	Numbers of website visitors to the Local Offer (<i>also relevant to Communication</i>)	Last 3 months			
Early Identification	17	Number of pages accessed per visit on the Local Offer (<i>also relevant to Communication</i>)	Last 3 months			
Access to Health Services & Support while waiting	22	Waiting list analysis for SLCN, Community Paediatrics & NDP – to be further developed as part of action 3.1f in the Priority Impact Plan	Monthly/Qtrly			
Transitions	30	Attendance rate for children with identified SEND in year 7	Termly			
Transitions	32	Attendance rate for children with identified SEND in reception	Termly			
Transitions	33	Suspension rate for children with an EHCP in reception and NC year 1	Termly			
Transitions	34	Suspension rate for children with EHCPs in year 7	Termly			
Transitions	35	Permanent exclusion rate for children with EHCPs in year 7	Termly			
EHCP Plans and Reviews	40	Number of reviews completed in year which result in an amended plan being issued	Current			
EHCP Plans and Reviews	41	Percentage of annual reviews where an amended plan is issued within expected timescales.	Current			
Alternative Provision and EOTAS	49	Number of children on roll at Alternative Provision	Current			
Alternative Provision and EOTAS	50	Average length of time that current cohort have been in AP	Current			
Alternative Provision and EOTAS	51	Number of children in receipt of EOTAS packages	Current	Baseline Jan 2024	42	28
Alternative Provision and EOTAS	52	Average length of time that current EOTAS packages have been in place	Current			

3. Data drawn from Quality Assurance Activity

Priority Area / Area for Improvement	Number	Indicator
Preparation for Adulthood	29	Proportion of EHCP reviews for young people aged 14 with a PfA element in their review
Transitions	36	All relevant professionals contribute to post-16-year-old EHCP reviews.
EHCP Plans and Reviews	42	Proportion of new plans with all appropriate advice provided and within expected timescales (including from children's social care).
EHCP Plans and Reviews	43	Proportion of reviews with appropriate input from all relevant professionals (including children's social care).

4. KPIs drawn from Surveys

Priority Area / Area for Improvement	Number	Indicator
Strategy	9	Increased feedback from a larger number and more diverse range of parents and carers (<i>also relevant to Communication</i>)
Strategy	10	Children/young people, Parents/Carers and professionals tell us that they understand the local area SEND Strategy (<i>also relevant to Communication</i>)
Strategy	11	Children/young people, Parents/Carers and professionals tell us that they agree with the local area SEND Strategy (<i>also relevant to Communication</i>)
Strategy	12	Parents/Carers and professionals tell us that they agree that good progress is being made in delivery of the local area SEND Strategy (<i>also relevant to Communication</i>)
Strategy	13	Parents/Carers and children report that the local SEND services are making a positive difference to their lives (<i>also relevant to Workforce *</i>)
Early Identification	20	Parents/Carers -report that local services identified their children's needs early (<i>also relevant for Workforce *</i>)
Early Identification	21	Parents/Carers report that local services support their child's additional needs well (<i>also relevant for Workforce *</i>)
Access to Health Services & Support while waiting	23	Families report good access to General Practice (GP) services
Access to Health Services & Support while waiting	24	Families and young people agree that they have good access to the health services that their child needs
Access to Health Services & Support while waiting	25	Families and young people agree that there is supportive and helpful advice and guidance provided whilst waiting
Preparation for Adulthood	28	Young people and their parents/carers report that they feel well supported in their preparation for adulthood (<i>also relevant for Workforce *</i>)
Transitions	37	Children/young people and Parents/Carers agree that there is good support during transitions into and between early years providers, schools and colleges (<i>also relevant for Workforce *</i>)
EHCP Plans and Reviews	44	Children/young people and Parents/Carers agree that the EHCP assessment process supports and helps meets needs.
EHCP Plans and Reviews	45	Children/young people and Parents/Carers agree that the EHCP review process supports and helps meet needs
Communication	46	Parents, carers and children and young people provide positive feedback on the Local Offer via survey.
Communication	47	Parents/carers report increased confidence in the local SEN partnership.
Communication	48	Parents, carers and young people report that they understand the transport options and support available to them.
Alternative Provision and EOTAS	53	Parents, carers and young people report that they understand the EOTAS policy and the support available to them

Outcome Indicators in the PIP KPIs

Priority Area / Area for Improvement	Number	Indicator	Bury Baseline	Bury	England	SN	Performance Description
Strategy	2a	GCSE Attainment 8 score for children with identified SEND: EHCP	20.4	20.4	14	12.9	Better
Strategy	2b	GCSE Attainment 8 score for children with identified SEND: SEN Support	34.1	34.1	33.3	33.4	Better
Strategy	3a	KS2 Reading, Writing & Maths at expected standard for children with identified SEND: EHCP	8	8	8	8.5	In Line
Strategy	3b	KS2 Reading, Writing & Maths at expected standard for children with identified SEND: SEN Support	22	22	24	24.1	Lower
Strategy	4a	School Attendance rates for children with identified SEND	89.6	89.6	89.7	89.5	In Line
Strategy	4b	School Attendance rates - the overall cohort (non-SEND)	94.1	94.1	94.2	94.0	In Line
Strategy	5a	School Suspension rates for children with identified SEND	23.3	23.3	23.7	23.4	In Line
Strategy	5b	School Suspension rates for children - overall cohort (non-SEND)	7.3	7.3	6.4	6.8	Worse
Strategy	6a	School Permanent Exclusion rates for children with identified SEND	0.29	0.29	0.33	0.41	Better
Preparation for Adulthood	26	Percentage of 16- & 17-year-olds with EHCPs in education and training	85.7	85.7	87.2	87	Lower
Preparation for Adulthood	27	Percentage of young people with identified SEND with a level 2 qualification at age 19.	58.43	58.43	56.32	55.67	Higher
Transitions	31	Proportion of children reaching a good level of development by the end of reception year.	65.7	65.7	67.5	67.2	Lower
Transitions	38	Proportion of adults with learning disabilities living independently or with family	90.6	90.6	80.5	86.7	Higher
EHCP Plans and Reviews	39	Proportion of EHCP issued within 20-weeks	74.1	96	50.3	51.4	Higher

In addition, performance has moved in a positive direction for almost all the KPIs where there is objective, confirmed updated data since baseline in January 2024 – requests to assess, EOTAS, SEN Support in Primary Schools (EHE and SEN Support in Secondary schools remained static)

Performance – thoughts and considerations

- Objectively, educational outcomes for children and young people with SEND in Bury are not poor, relative to the national performance of the group – they are mainly in line or better
 - They are also better than other areas with better local area inspection grades.
 - N.B. need to consider that national outcome measures do not include children outside the maintained education sector & Bury has more children in this group than is typical nationally.
- In considering the trajectory of performance during the PIP, we need to sustain and improve relative performance where it is already better than national and move to that position where this is not currently the case.
- Systemic stress and dysfunction (& parental and key stakeholder dissatisfaction) is a greater issue than the headline outcomes achieved for children.
 - Bury has seen an explosion of EHCPs in mainstream schools in the past 2 years, with SEMH a particular issue and secondary school use of SEN Support an oddity.
 - Bury has insufficient specialist capacity leading to an anomalous use of AP/PRU, Independent Schools and other arrangements, in addition to special schools & INMSS.
 - Bury has clear symptoms of parental dissatisfaction with the system (use of EHE, Parents making alternative arrangements for children with EHCPs, pressure for EOTAS packages).
- Logically, the most important KPIs are those that can reflect a positive shift in parental and stakeholder perception of the effectiveness of the system & their happiness with it.
 - However, we know that perception-based indicators tend to lag actual positive change & time is tight
 - What is the chance of these indicators showing a positive shift in 12 months or less?

A Data Diagnosis of Bury's SEND System

- A very high rate of new EHCPs in recent years for children of school age, combined with a pre-existing high rate, points to mainstream education (& education support) and health services not being able to address presenting need well.
- Insufficient specialist capacity (both in terms of a continuum of support within mainstream – RP and SEN Units – and special school capacity), has led to it becoming an acutely contested resource and the development of an array of other solutions to providing extra capacity
- Both of the above factors have led to high levels of parental dissatisfaction, withdrawal from the system (EHE, EOTAS) and the use of EHCPs to secure provision for their children:
 - Seeking EHCPs at an earlier age than elsewhere in the country
 - Securing independent provision, both mainstream and specialist

What needs to change?

- Better, more timely access to services and support (health, education etc.) without an EHCP.
- Development of a more appropriate continuum of educational provision to support children
 - Resourced provision & SEN Units in mainstream schools.
 - Increased Maintained Special School Capacity.

Where should we see impact from these changes in the PIP KPIs?

- Proportion of children in primary schools supported at SEN Support (rising to national %)
- Proportion of children in secondary schools supported at SEN Support (rising to national %)
- Improved access to Health services
- Requests for assessment for an EHCP in the last 12 months (decreasing to national rate)
- Proportion of new EHCPs issued for children aged 10 years and over (decreasing to national rate)
- Numbers of children with identified SEND in Elective Home Education (decrease)
- Numbers of complaints received in the past 6 months (decrease)
- Numbers of children with EHCPs in Alternative Provision (decrease – cannot get near to national rate without change in practice around the PRU)
- Numbers of children with EHCPs with EOTAS packages (decrease)

Enablers (Quality of work around EHCPs)

- Proportion of new plans with all appropriate advice provided and within expected timescales
Proportion of reviews with appropriate input from all relevant professionals
- Proportion of EHCP reviews for young people aged 14 with a PfA element in their review
- All relevant professionals contribute to post-16-year-old EHCP reviews.
- Number of reviews resulting in the issuing of an amended plan
- Proportion of reviews resulting in an amended plan, where that plan was issued on time

Other Important Measures not in the PIP

- Rate of new EHCPs issued in the last 12 months (decrease)
- Number of children with EHCPs in maintained special schools (increase)
- Number of children with EHCPs in resourced provision and SEN Units in Mainstream Schools (increase)
- Number of children with EHCPs in non-maintained and independent special schools (decrease)
- Number of children with EHCPs in mainstream independent schools (decrease)
- Number of reviews of EHCPs completed within the year (increase)
- Rate per 10k for children with EHCPs where the LA makes other arrangements (decrease)
- Rate per 10k for children with EHCPs where parent makes other arrangements (decrease)
- Proportion of children and young people outside of mainstream maintained education, who are not in maintained specialist provision.