

Final Structure for the Re-organised Educational Psychology and SEN Learning Support Services

Reasons for the Proposed Re-structure

The LA offers a range of highly valued special educational needs (SEN) services and provision. Parents and schools express very considerable appreciation for the work of the services to support children and young people.

However costs are significantly higher than the national average and the average for LAs similar to Brighton and Hove (see Table 1). Notwithstanding significantly higher spend on SEN support services and on SEN more widely, the LA faces a range of challenges in achieving outcomes for children and young people at least in line with or better than the national average. These were highlighted in the report from the SEN review of February 2015, notably:

- Identification of SEN is too variable across the city's schools and settings and is out of kilter with the national picture on SEND identification (*see Table 2*)
- The progress made by children with SEN is only at or below the national average despite high spend in this area and higher than average levels of identification (*LA RAISEonline data 2015*)
- The city is not as inclusive as the national average
(*The percentage of children and young people with Statements of SEN/Education, Health and Care plans placed in special schools in Brighton and Hove 48.8% compared to national average of 41% and 38.5% in our statistical neighbours – Ref. January 2015 Census*)

A new Ofsted framework for inspecting LA SEND provision will commence in April 2016 and will focus on performance in the three areas bulleted above and the LA must focus its strategic capacity effectively to address these challenges.

The SEN review found that current separate management structures and separate locations of the eight individual services in these proposals do not facilitate a strategic response to the challenges the LA faces in meeting the needs of children with SEN more broadly.

In addition current budget pressures both in the council general fund and in the High Needs Block of the Dedicated Schools Grant mean that costs need to be reviewed in a best value context and to ensure a fair and equitable distribution of resources at a time of financial austerity.

The proposals therefore seek to create an integrated service with a streamlined and effective management structure that will enable a focus on the LA's strategic objectives and very particularly on achieving the very best outcomes for our children with SEN. In addition the new structure aims to provide the integrated flexible and all year round support needed to ensure that all children have their needs met across all areas of their and their families' lives.

Context

1. Financial

The details of local authorities expenditure on SEN support services is as follows:

Table 1

	2015/16
Brighton and Hove	£48
Statistical Neighbours*	£28
South East Authorities	£34
England	£35

**LAs like Brighton and Hove*

This is net expenditure per capita of pupil population (Source – 2015/16 DfE Section 251 Budget Statement). These figures do not include Educational Psychology or community CAMHS costs. It should also be noted that SEN support services may be configured differently in different local authorities.

The LA is facing major pressures on the SEN budget currently arising principally from:

- Rising costs for new responsibilities to provide education from 19-25 years for young people with Education, Health and Care plans
- Increased demand from schools for top-up funding when pupils have Statements/ Education, Health and Care plans
- Increasing demand from families for ‘personal budgets’ attached to Education, Health and Care plans

In this context the LA needs to review all SEN spend to ensure we can meet all of our financial responsibilities to children and young people going forward but any savings will be re-invested in other areas of SEN provision where additional funding is required. This includes any savings from the re-organisation of the SEN support services.

2. Identification of SEN and disability

Although nationally and in the city SEN identification has been falling year on year, Brighton and Hove consistently identifies a much higher percentage of children with SEN and disabilities than the national average. There are no demographic reasons to adequately explain this. In terms of deprivation, despite pockets of affluence and deprivation, the city is similar in socio-economic terms to the national average position. Apparent over-identification of SEN presents two key problems:

1. It may serve inadvertently to lower expectations of what children can achieve
2. It makes comparison of achievement with the national picture almost impossible and tends to inflate comparative outcomes for the city incorrectly by taking a larger group into the definition of SEN

Table 2

PUPILS WITH SEN SUPPORT	2009	2010	2011	2012	2013	2014	2015
ENGLAND	17.9	18.3	17.8	17.0	16.0	15.1	12.6
SOUTH EAST	18.5	18.6	18.2	17.3	16.3	15.1	12.3
East Sussex	18.9	19.7	19.0	18.3	17.5	15.1	11.2
West Sussex	19.7	20.1	19.9	19.4	17.9	17.1	14.2
Brighton and Hove	20.1	21.6	21.7	21.1	20.0	18.8	16.7
Statistical Neighbour Average	17.3	17.3	17.2	16.5	15.5	14.7	12.2

3. Outcomes

There is a concern that the progress of pupils with SEN in the city is not as good as we wish it to be.

The latest available pupil progress (SEN) reports from RAISEonline (the national educational data set produced by Ofsted annually) show that Brighton and Hove pupils with Statements of SEN or EHCPs do not progress as well as the national average at either the end of Key Stage 2 (11 years) or Key Stage 4 (16 years).

Pupils identified in the much larger 'SEN Support' category have very similar 'value added' (progress) scores as the national average at both Key Stage 2 and 4. However, this is the group of pupils where we would expect better than average progress due to the high levels of SEN identification in Brighton and Hove.

Principles underpinning the proposals

The proposed restructure aims to produce an integrated SEN support service that:

- Promotes inclusion and improves robust and consistent identification of special educational needs
- Improves outcomes for children and young people with special educational needs including social, emotional and mental health needs
- Is integrated, flexible and responsive to all needs
- Offers easy access and referral for schools, colleges and early years settings and a fast response to concerns
- Offers all year round support to families where children and young people have complex SEND
- Provides the right balance between specialist and general SEN support including the capacity to meet complex, multi-faceted and undiagnosed need
- Has increased capacity across the age range for children with behavioural and social, emotional and mental health needs

Consultation

On 3rd February 2015 the SEND review reported to a joint meeting of Children, Young People & Skills and Health and Wellbeing Board. One of the recommendations of the review was that the Educational Psychology and Learning Support Services in the city be co-located and integrated to form one service with unified professional leadership and management.

On 15th October 2015 a consultation process was launched with staff from the eight currently separate services involved in a proposed restructure. Given the financial context set out above, the proposals at this point included recommendations for a considerable saving to be made from the specialist teaching capacity of the current services as well as some other elements (see grid below). The proposals also sought to increase significantly the capacity for meeting social, emotional and mental health needs across the age range by increasing the number of behaviour support workers and engaging the Community CAMHS service to work in a new way as a school-facing early intervention mental health team.

An extensive process of engagement followed with key stakeholders and principally parents and schools. An email address was provided for written comments and a series of engagement events followed, including with:

- Headteachers and SENCOs
- PACCCoconnect (Parent and Carers Council), MASCot (parental organisation representing autistic young people) and the National Deaf Children's Society
- The support services staff
- Union representatives and elected members

Stakeholder Group

In addition a stakeholder group was formed consisting of young people, parent representatives, school representatives, headteachers, nursery representatives and council officers to consider the proposals, emerging issues and the responses to the consultation/engagement process.

There were 82 responses to the consultation which have been analysed by the LA and parent representatives from the stakeholder group. These have informed the changes to the original proposals as set out in the grid below.

Final structure following responses to the consultation

Theme	Original Proposal	Response to consultation	Amended Proposal
Unified Service	<i>To form a single unified service combining The Educational Psychology, Community CAMHS and learning support services under a single professional leadership.</i>	<i>This proposal was widely supported by respondents to the consultation, including staff from the various services.</i>	<i>To continue with the proposal to create a single, unified Educational Psychology and SEN Learning Support Service.</i>
Capacity	<i>To reduce the number of specialist teacher posts in the proposed learning and communication team (excluding the Literacy Support Service) in the current service (21) to 14 Specialist SEN Advisers, ie a reduction of 7 posts.</i>	<i>Many respondents felt the new service lacked sufficient teaching capacity to meet need. The LA has accepted in part but feels the benefits of integrated working and the move towards greater capacity to meet essential need across the year should compensate.</i>	<i>To reduce the number of specialist teacher posts in the learning and communication team (excluding the traded Literacy Support Service) in the current service (21) to 18, ie. a decrease of 3 posts rather than 7 posts.</i>
	<i>To keep numbers in the Educational Psychology Service and the CCAMHS Service unchanged</i>	<i>Some respondents felt there could be a further reduction in management capacity away from frontline services. One group of respondents put forward a slightly amended structure on this basis which has been accepted subject to further consultation.</i>	<i>Subject to further consultation, it is proposed to reduce the number of senior educational psychologists by one post. Subject to further consultation to reduce the management posts in the former CCAMHS team by one post.</i>
	<i>To reduce the number of administrative posts from 6.7 fte to 4 in the integrated service</i>	<i>Some staff expressed concern regarding administrative capacity for the new service. The LA is looking to protect frontline services wherever possible in any re-structure with more efficient back-office working but has accepted the case for a small increase.</i>	<i>To reduce the number of administrative posts to 4.5 fte in the new service.</i>

Theme	Original Proposal	Response to consultation	Amended Proposal
Capacity (Continued)	<i>To increase the numbers of support staff in the social, emotional and mental health team from 4.28 fte to 9.0 fte</i>	<p><i>A number of respondents applauded this proposal and there has been a general welcome from school staff.</i></p> <p><i>However with the increase in the proposed number of teachers with an area of particular expertise from the original proposal, some adjustments have been made to keep within available budget.</i></p>	<i>To increase the numbers of support staff in the social, emotional and mental health team to 7.0 fte.</i>
	<i>To increase the numbers of support staff in the learning and communication strand from 4.72 fte to 5.4 fte</i>	<i>No comments were received relating to this proposal. In order to keep the revised structure within budget, these numbers will not increase in the final structure.</i>	<i>Maintain numbers of support staff in the learning and communication strand as present, 4.72 fte.</i>
Areas of Expertise	<i>To have a generic integrated Learning Support team which would retain the specialist skills of members of the team and deploy these as needed</i>	<p><i>Concern was expressed that the specific expertise of teachers needed to be maintained, particularly in relation to support for hearing and visual impairment</i></p> <p><i>The original proposals made clear the need to maintain areas of specific expertise within a more generic integrated service, especially in the area of hearing and visual impairment.</i></p>	<p><i>To specify indicative numbers of teachers with a particular area of expertise. 'Indicative' means pragmatic decisions will need to be made subject to availability of staff with that area of expertise.</i></p> <p><i>The expectation is that staff will develop and extend their areas of expertise within the integrated service.</i></p> <p><i>The exception is in HI/VI where a specific qualification is required so numbers will be more fixed. There is no reduction to frontline support for sensory impaired children in these proposals.</i></p>

Theme	Original Proposal	Response to consultation	Amended Proposal												
Areas of Expertise (Continued)		<p>The LA holds to the principle of a flexible and responsive service able to meet the needs of all children, including those with multiple, complex and undiagnosed need.</p> <p>However the LA is willing to specify indicative posts requiring particular expertise subject to the principle of flexible and responsive working to meet all needs.</p>	<p>Management posts are included in the numbers below as all managers will carry a caseload.</p> <table border="1"> <tr> <td>ASC</td> <td>3.5 fte</td> </tr> <tr> <td>SLCN</td> <td>3.4 fte</td> </tr> <tr> <td>HI</td> <td>3.6 fte</td> </tr> <tr> <td>VI</td> <td>3.5 fte</td> </tr> <tr> <td>Early Years</td> <td>4.0 fte</td> </tr> <tr> <td>Total</td> <td>18.0 fte</td> </tr> </table>	ASC	3.5 fte	SLCN	3.4 fte	HI	3.6 fte	VI	3.5 fte	Early Years	4.0 fte	Total	18.0 fte
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			Total	18.0 fte											
Terms and conditions	<p>For current specialist teachers to move to the Soulbury Scale and work all year round alongside other colleagues in the integrated team and staff in health and social care.</p>	<p>Teaching staff expressed considerable concern at the changes to their pay and conditions.</p> <p>The LA however holds to the principle that staff working for the LA are part of an overall Children's Service that should aim to meet the needs of children and families throughout the year.</p> <p>A compromise position is under discussion which would enable core tasks to be covered throughout the year without the need to vary teachers' terms and conditions.</p>	<p>Current specialist teachers to remain on teachers' pay and conditions but subject to changes to the allocation of working time to include ability to provide key work to be undertaken in the school holidays in the interests of the service and of children and families.</p>												
	<p>To move all current support staff to the role of specialist SEN assistant at Scale 5</p>	<p>Staff made a compelling case that their areas of expertise, qualifications and experience should be maintained as currently recognised by their individual terms and conditions</p>	<p>To retain support staff on their existing terms and condition.</p>												

Theme	Original Proposal	Response to consultation	Amended Proposal
Early Years Support	<i>For the new service to work across the 0-19 age range as needed, deploying staff according to their skills and experience but not confining staff to specific age ranges only.</i>	<p><i>Staff and key stakeholders, including parents and managers of Early Years settings, were particularly concerned that Early Years was an area of expertise that had not been adequately recognised in the initial proposals.</i></p> <p><i>The LA is holding to the principle of a service that is responsive to need across the age range 0-19 years but has accepted the case for clarifying Early Years experience within the new service</i></p>	<i>To identify Early Years' experience and skills more clearly as an area of expertise in terms of age range. To specify 4.0 fte teachers with this area of expertise in the new structure (see above).</i>
Literacy Service	<i>To cease to maintain the Literacy Support Service as a traded service with a council subsidy of 40% of the costs.</i>	<p><i>Consultation responses identified that the Literacy Support Service provides a valued service to the majority of schools in the city.</i></p> <p><i>The way in which the service is delivered is different from other services in that it is bought in by schools.</i></p> <p><i>However the LA provides an unaffordable 40% subsidy to the service and needs to support the service to move incrementally to full cost recovery in line with other traded services.</i></p>	<p><i>To negotiate with schools to maintain the traded service but subject to a central council subsidy/contribution of £100,000 with additional transitional support in 2016/2017 of £40,000.</i></p> <p><i>To include a plan for a move to full cost recovery.</i></p>

Next steps

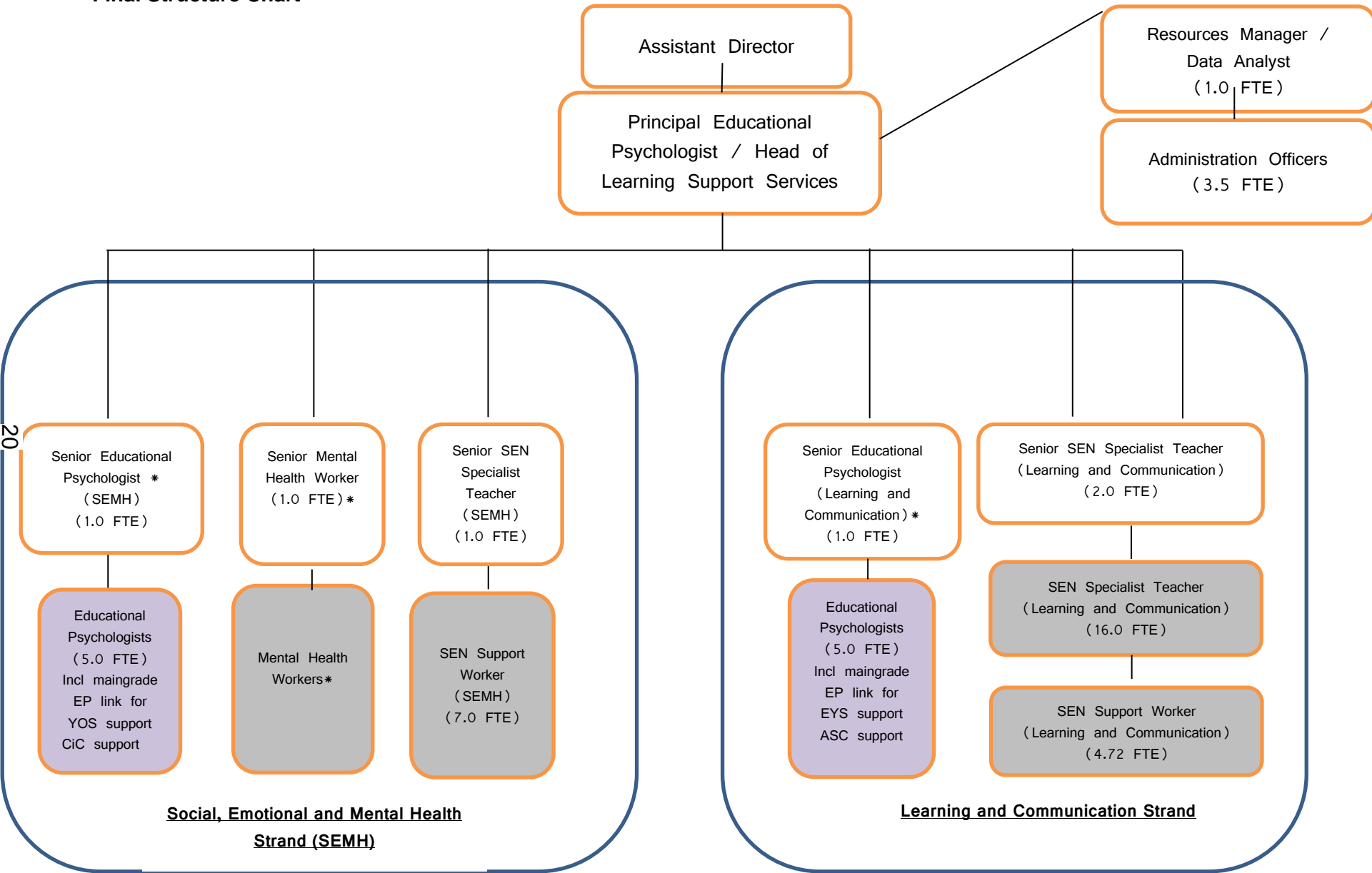
A report will go to Children, Young People and Skills Committee on Monday 7 March 2016 which will outline the final structure and the comments of the independent reviewer.

We believe the distribution of expertise across the current services will meet the broad indicative specialist needs outlined above without the need for an interview process. We do not anticipate a need for any compulsory redundancies at this stage. There may be a few opportunities for those wishing for voluntary severance.

Following the meeting of the Children, Young People and Skills Committee, a more detailed report will be published for staff explaining:

- the details of the process for implementing the new structure in September 2016
- the process for further consultation in relation to the proposals around the senior Educational Psychology roles and the management of the Community CAMHS team
- the finalisation of the arrangements around allocation of working time for teachers to include key work to be undertaken in the school holidays
- the process for the appointment to the administrative support team and the senior SEN specialist teachers
- where this is still required, the process of voluntary severance recommendations and approval.

Final Structure Chart



* Subject to further consultation