



**BEDFORD
BOROUGH
COUNCIL**



Bedfordshire Clinical Commissioning Group



**Children and young people with Special Educational Needs and /
or Disabilities (SEND) aged 0 to 25**

Joint Strategic Needs Assessment

November 2019

Contents

Introduction	3
Commentary	4
Children and Young People in Bedford Borough	9
Children and Young People with SEND in Bedford Borough	12
Education	16
Social Care	21
Health	25
Appendices	29

Introduction

This chapter covers the needs of children and young people with disabilities aged from birth to 25 years who have a special educational need or disability (SEND) and their families.

The Children and Families Act 2014 introduced a new system of supporting children and young people with SEND. The SEND Code of Practice outlines the following principles:

- The views of the child or young person and their parents placed at the centre of all planning
- The child or young person and the child's parent participating as fully as possible in all decisions and being given the right information and support to enable them to participate
- Supporting the child or young person and their parents to achieve the best possible educational and other outcomes preparing them effectively for adulthood¹.

These principles are designed to support early identification of needs; greater choice and control; collaboration between education, health and social care services to provide support; high quality provision to meet needs².

The Code of Practice recognises the importance of reaching a joint understanding of the needs of the local population and the services that are procured to meet those needs.

The *Joint Strategic Needs Assessment* is the means by which the local Health and Wellbeing Board understands and agrees the needs of local people. It is the basis for the strategy that prioritises areas for joint action. It informs the commissioning decisions made for children and young people with SEND which in turn will be reflected in the services provided³.

Commentary

One of the key objectives of the JSNA is to identify gaps and to identify needs that are currently not being met and to identify priority areas for joint action. This section provides an overview of the areas in this JSNA that might be interpreted as needs that are not being appropriately met, or needs that might be met more effectively by taking a different approach:

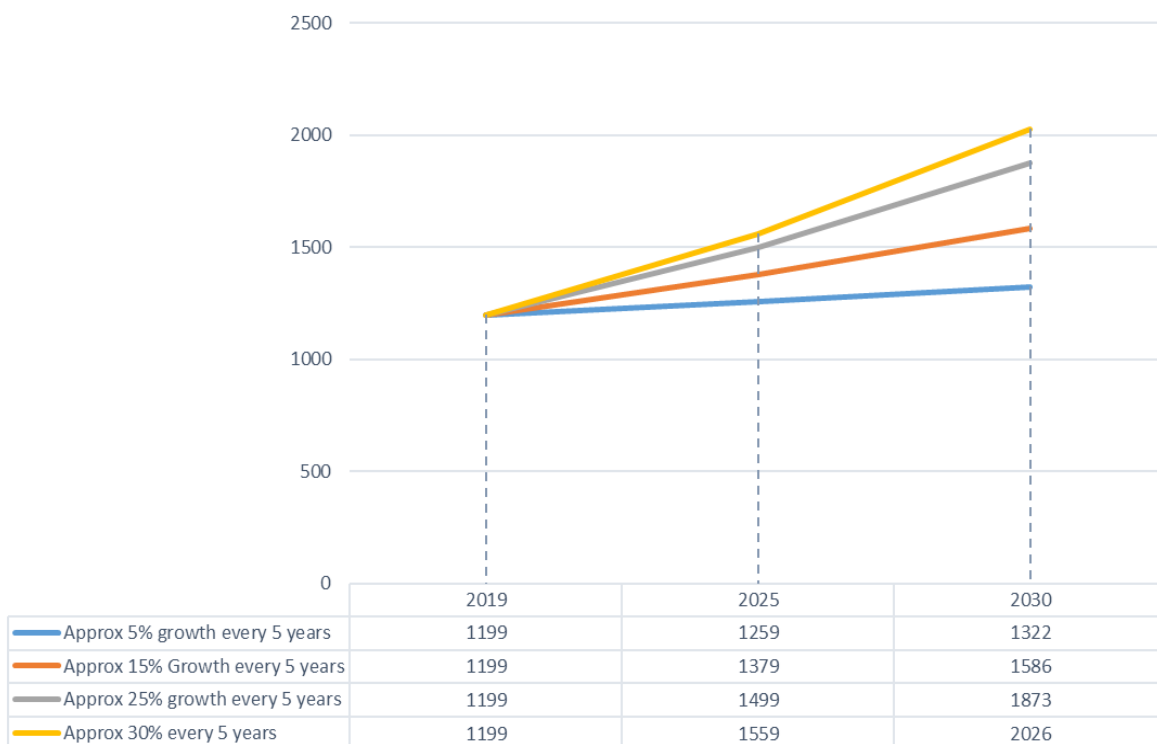
1. The numbers of children and young people with SEND have increased significantly over the last 4 years since the last JSNA and we anticipate that this will continue over the coming years.

All the key indicators for demand on services have increased over the last four years. For example

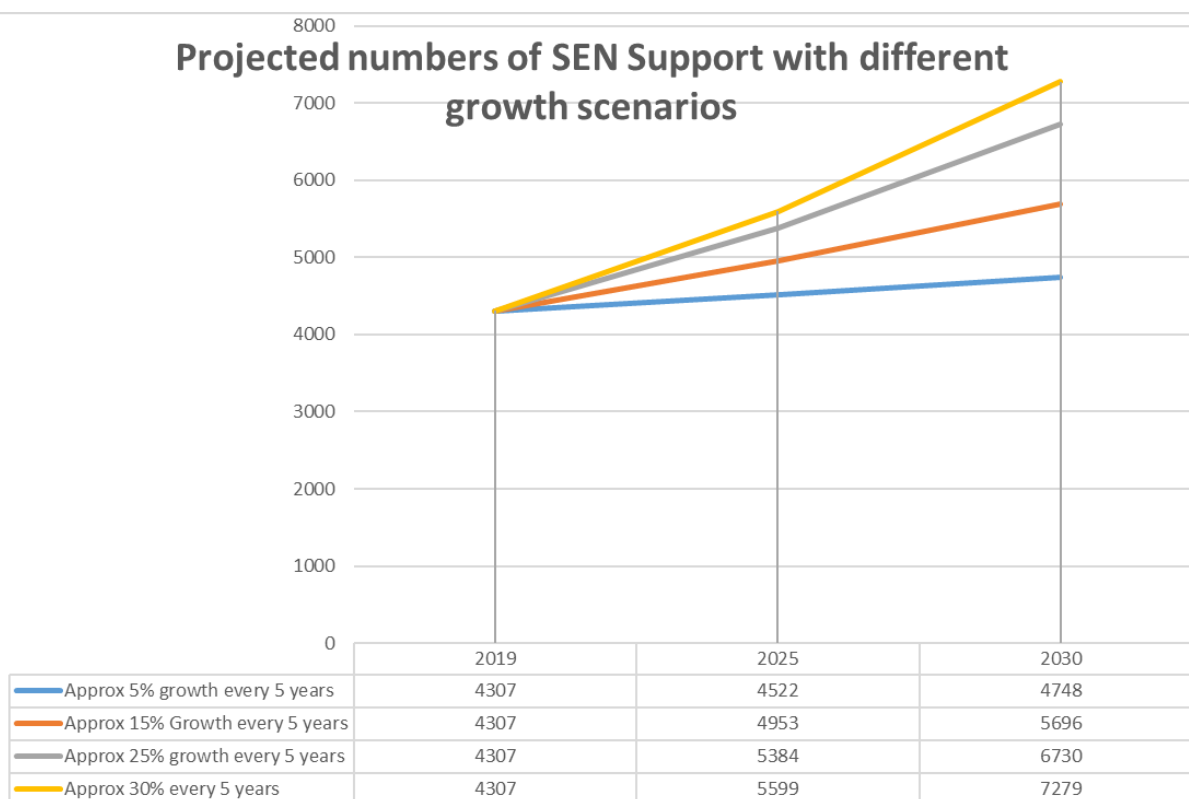
- The number of children on SEN support has grown by 25% since 2015.
- The number of EHCPS / statements has increased by 59% (although this includes an extension of the age range to 25 from 19)
- The number of children and young people receiving Disability Living Allowance or Personal Independence Payments have increased by 28%
- The number of children attending special schools in Bedford Borough has increased by 18%

Different growth scenarios suggest that there may be up to another 2500 children and young people with SEND in Bedford Borough by 2030: All local services must anticipate and plan for these increases.

Projected numbers of EHCPs with different growth scenarios

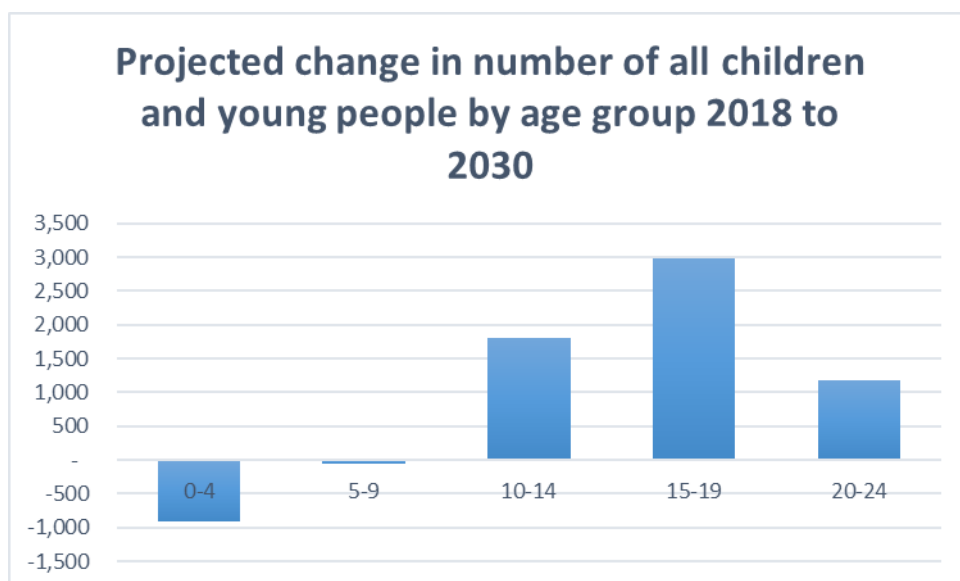


Projected numbers of SEN Support with different growth scenarios

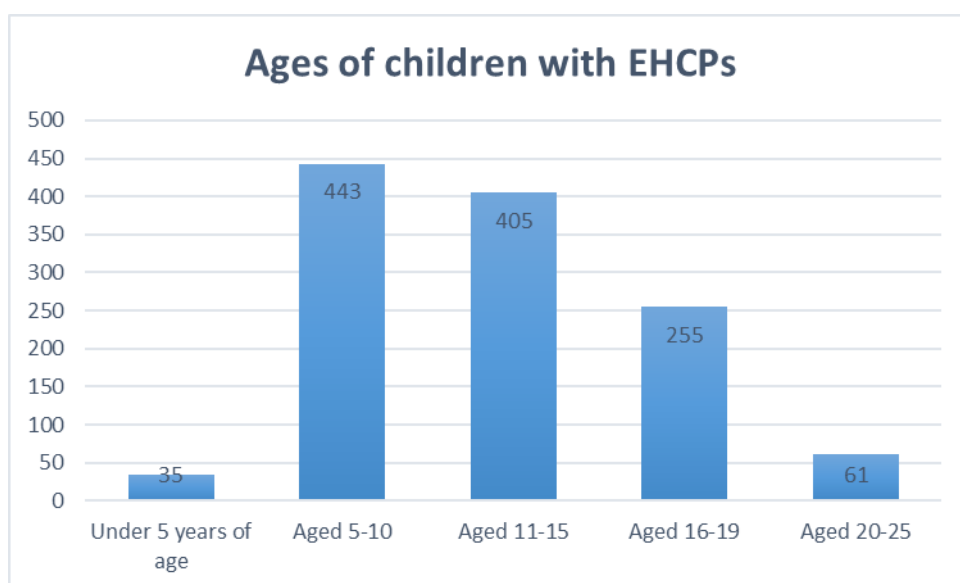


2. The population of older children and young people with SEND is set to grow at a greater rate than the population of younger children and young people with SEND.

Whilst the total children and young people's population in Bedford Borough is set to grow by approximately 5000 between 2019 and 2030, this is not even across all age groups⁴.



Similarly, the current age profile of children and young people with SEND in Bedford Borough suggests a greater growth in the number of older children and young people over the next 10 years.



This means that adult and preparing for adulthood services must be a high priority

These include:

- Adult social care services
- Adult health care services
- Support living and housing
- Supported internships, supported employment, voluntary work opportunities
- Day care and community based activities

3. Out of Borough schooling

Although, Bedford Borough performs relatively well versus other local authorities, the numbers of children and young people schooled out of borough remain a concern. The “Good Intentions, Good Enough⁵” report highlighted the impact on children and families of out of local authority residential school placements most notably the separation of families, dislocation from “home” communities and the financial impact on local authority funding.

Bedford Borough must develop clear strategies to minimise the numbers of children and young people schooled out of borough. These might include:

- Considering how the new free school that is planned might address the needs of the ASD, PD, PMLD, SLD cohort currently schooled outside of the borough.
- Develop further provision for SEMH pupils. This represents a significant proportion of the total number of pupils schooled outside of the borough and a significant proportion of the total cost.

It is unrealistic and inappropriate to expect that all of those schooled outside of the borough can be brought back into the Borough. However, parents and carers would welcome improved local provision that increases their local options in the future. The qualitative benefits to families and financial savings are significant.

4. Health services

There has been a significant improvement in the quality and quantity of health data available for the JSNA in the last year.

In analysing this data, a number of potential gaps in provision come to light:

- The learning disability register may be incomplete. Only 170 young people aged between 14 and 25 are recorded on the learning disability register where data from schools and EHCPs tells us that the number is a lot higher. Of these, only 52 (31%) received an annual health check in 2018-19.
- The data shows that for some services the numbers of children previously known to the service is higher than expected. For example, SALT and OT services have previously known rates of 41% and 51% respectively. These could be reflective of successful interventions but there is also anecdotal evidence of children being summarily discharged. This perhaps warrants further investigation.
- There is also evidence that children and young people with SALT in their EHCPs have experienced long delays in receiving SALT. This has been investigated by the CCG and Council and additional resources have been deployed to address the identified gaps.

5. Social Care

In Bedford Borough the recording of 'Children in Need' as defined by section 17 of the Children Act 1989 is those children currently receiving services or intervention directly from Children's Social Care. It is acknowledged there are other children within Bedford Borough not receiving services or intervention from Children's Social Care who would be defined as 'children in need' due to their additional educational needs and/or disability. However, these children, despite their identified needs, do not require tier 4 specialist services intervention and as such would not be open to Children's Social Care and not be recorded as 'Children in Need' nor reported to the DFE as 'children in need'.

There are 904 children registered as a child in need in Bedford Borough of which 341 are recorded as having a special educational need or disability. This compares to 949 school age children with an EHCP.

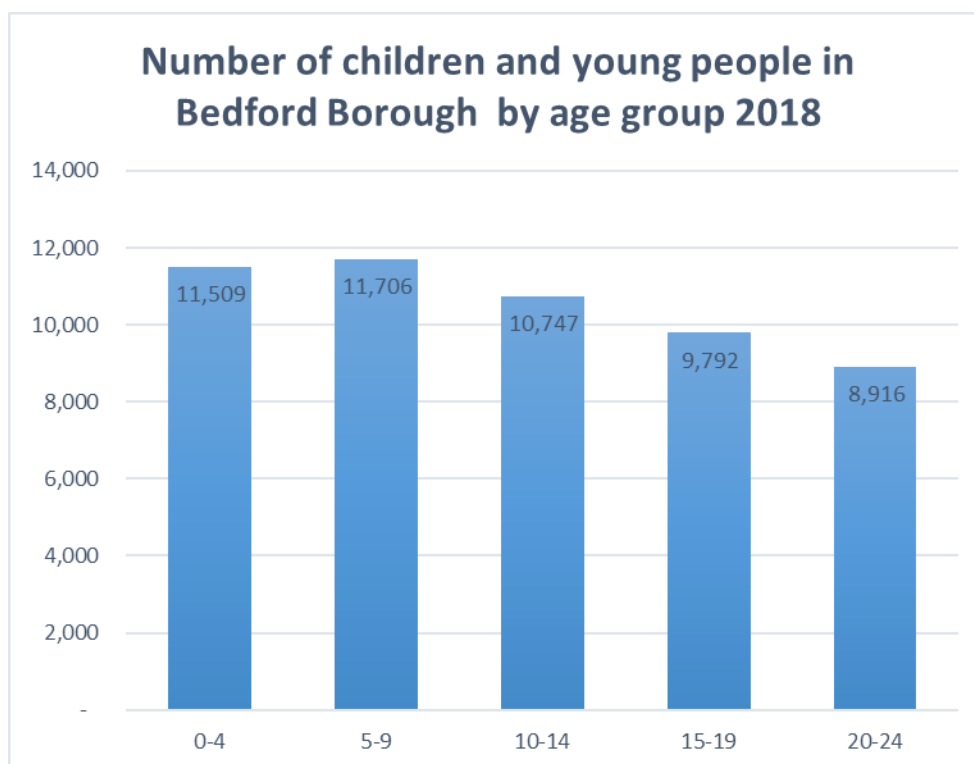
Further discussions are needed regarding the ongoing capturing of data through Child In Need Status, Disability Register and those with an EHCP to determine if more can be done to further record and report on the numbers of Children In Need through a Disability in Bedford Borough.

Children and young people in Bedford Borough

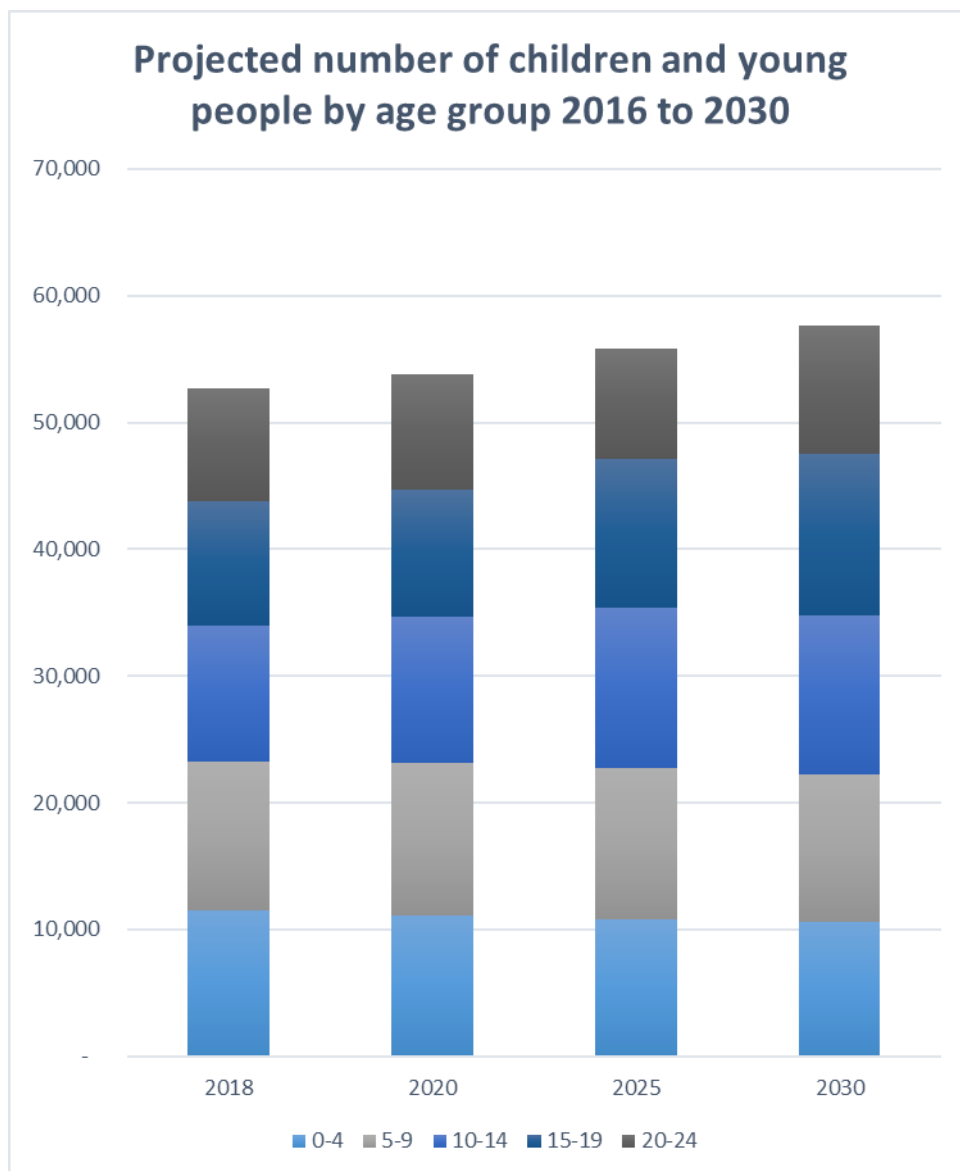
How many children and young people under the age of 25 are there in Bedford Borough?

52,670 The number of children and young people under the age of 25 in Bedford Borough⁶

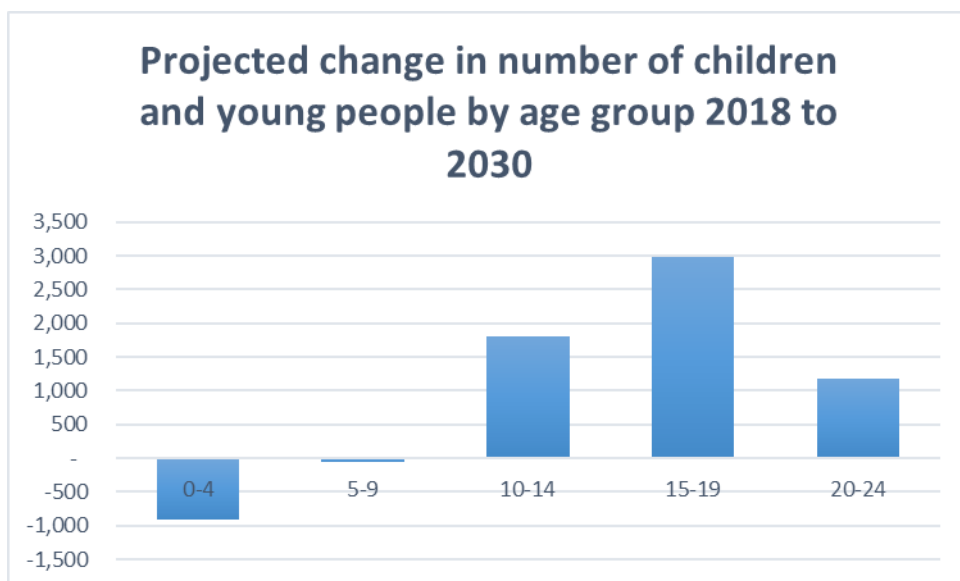
This can be broken down by age group as follows:



This is projected to grow by 9.47% by 2030 when there are projected to be 57,657 children and young people under the age of 25⁷.



However, this change in the population of children and young people is not even – the proportion and total number of older children and young people is growing. There is a significant growth in the 15-19 and 20-24 age groups and a fall in the 0-4 and 5-9 age ranges.



Children and young people with SEND in Bedford Borough

How many children and young people with SEND are there in Bedford Borough?

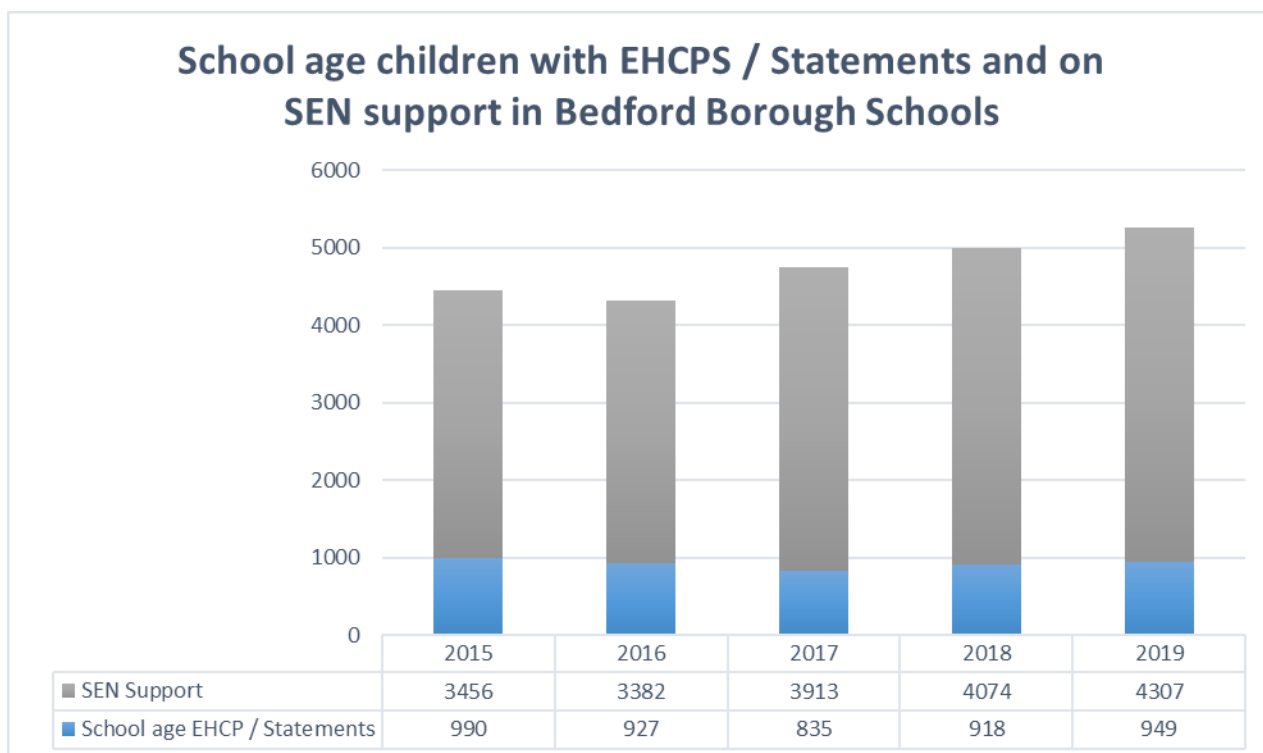
There are a number of different ways of measuring this.

The way that is most relevant to the planning, commissioning and delivery of services is to use the total number of children and young people with Education Health and Care Plans (EHCP) or statements in addition to the number pupils in schools on SEN support.

There are 4,307 pupils on SEN support⁸ and 1199 children and young people with EHCPs or statements⁹ within Bedford Borough.

5,506 children and young people with a Special Educational Need or Disability in Bedford Borough.

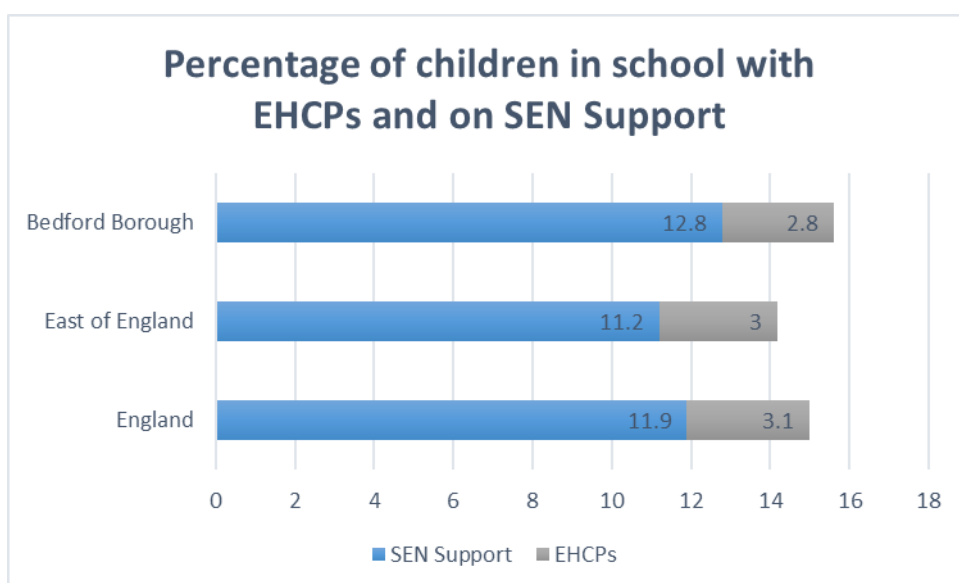
In 2015, the equivalent number was 4,455 (990 statements / EHCPs and 3465 on SEN support¹⁰) This represents a rise of 1,051 or an increase of 23.5% in 4 years.



The majority of children and young people with statements or EHCPs (949 out of 1199) are of school age¹¹.

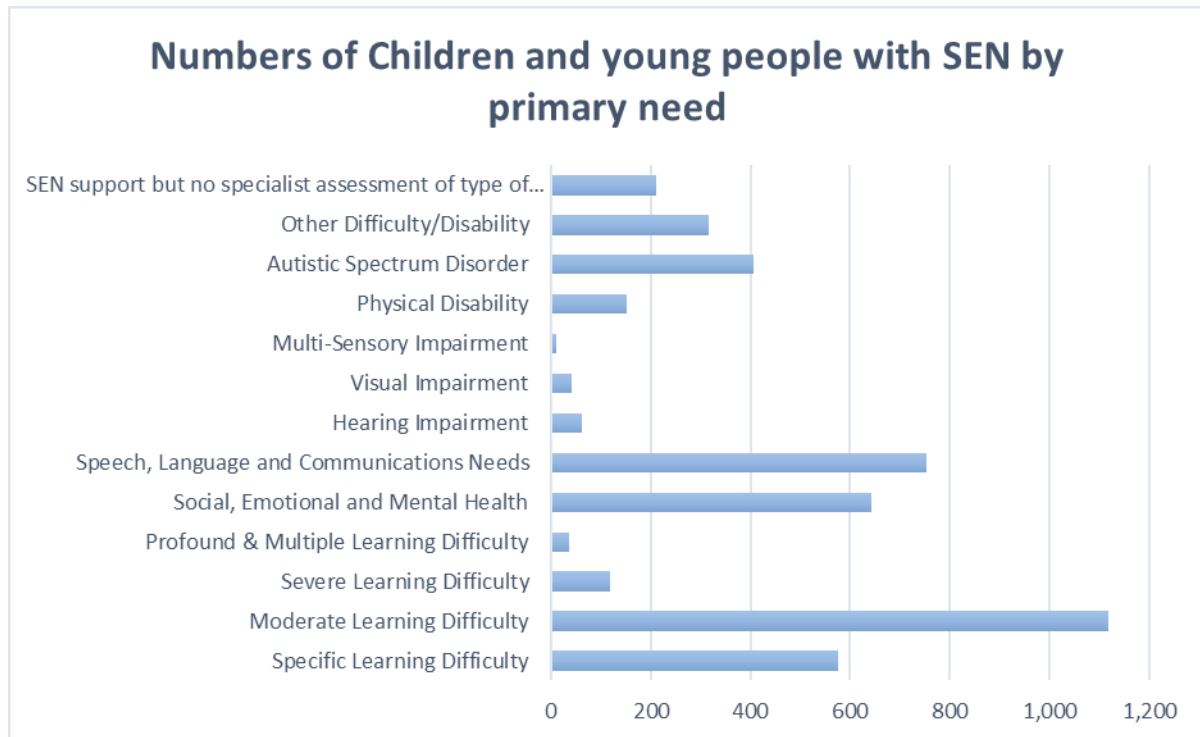
How does Bedford Borough compare to the regional and national picture?

Bedford has a slightly lower proportion of school age children and young people with EHCPs and statements than the national and regional averages but a slightly higher proportion of children and young people on SEN support¹².



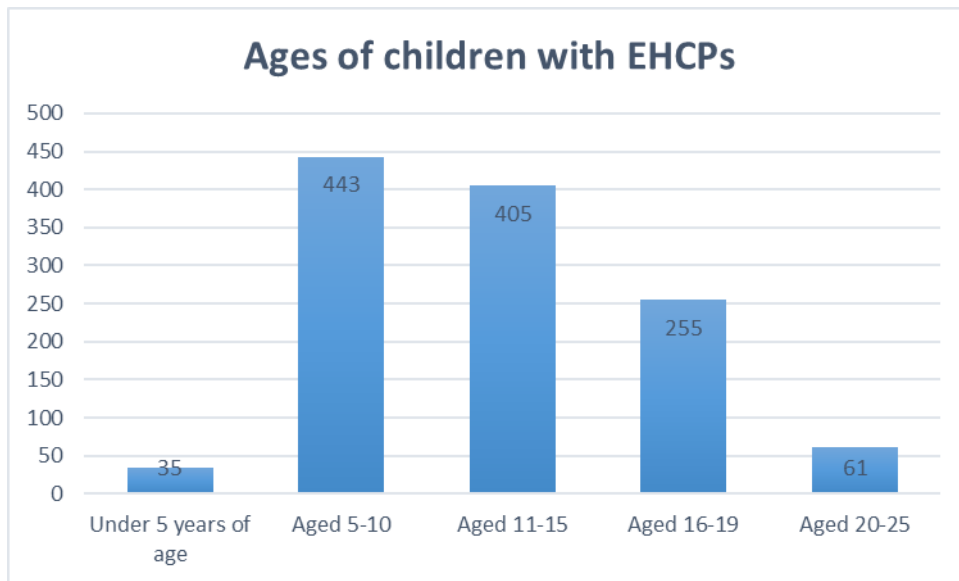
What sorts of needs do these children and young people have?

The best analysis of these numbers available is provided by Department for Education statistics¹³ which exclude children in nurseries, independent schools and pupil referral units. This analysis of 4400 children and young people shows the following needs analysis:



Ages of children and young people with EHCPs

The age of children and young people with an EHCP is analysed as follows:

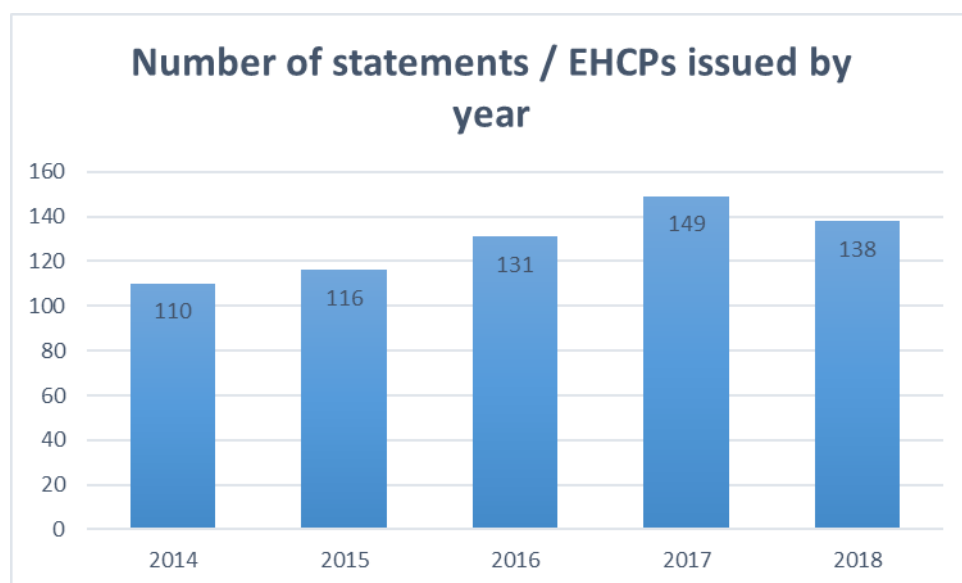


This suggests an increase in numbers of EHCPs over the next 10-15 years as the 5-10 and 11-15 age groups grow older. It also suggests that more older children and young people will have an EHCP as a proportion of the total population compared to 2019.

Education

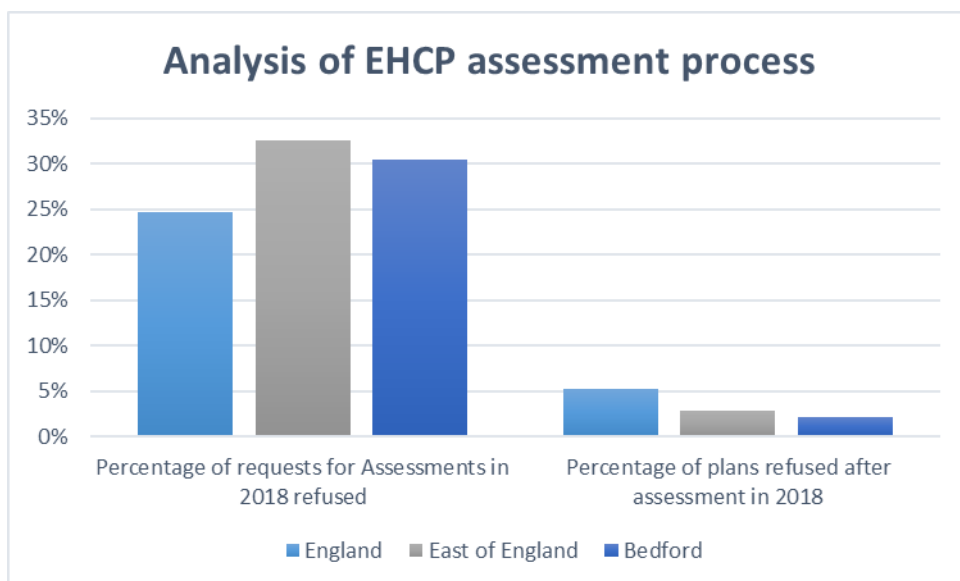
The process for Education Health and Care Plans

The number of new EHCPs issued has been generally been growing although there was a small fall in 2018.



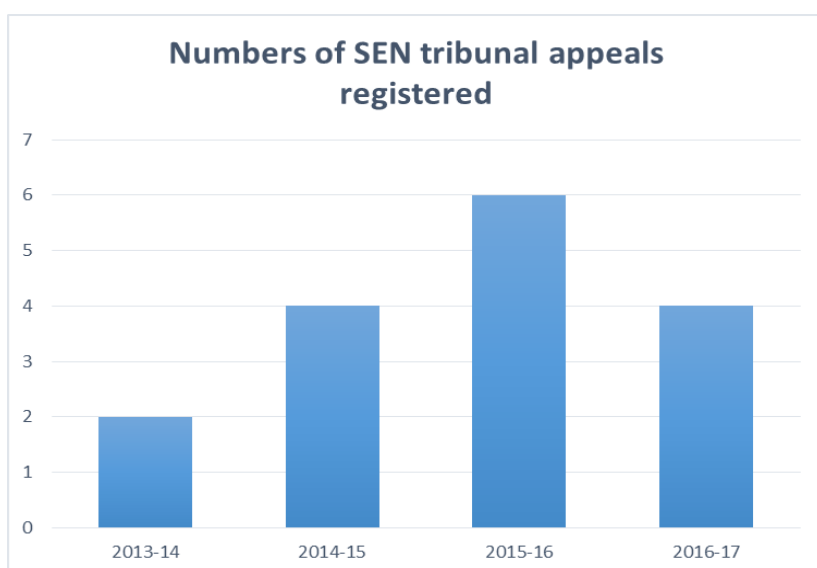
To obtain an EHCP a family must first request an assessment and then based on the outcome of that assessment, a plan may be issued. At both of these stages the local authority may refuse to progress a plan by either refusing to assess or by deciding not to issue an EHCP on the basis of the findings of an assessment.

The number of plans issued in Bedford Borough as a percentage of the total number of requests is broadly in line with regional and national averages. Bedford Borough's refusal to assess rates are slightly higher than national averages but fewer plans are refused after assessment¹⁴.

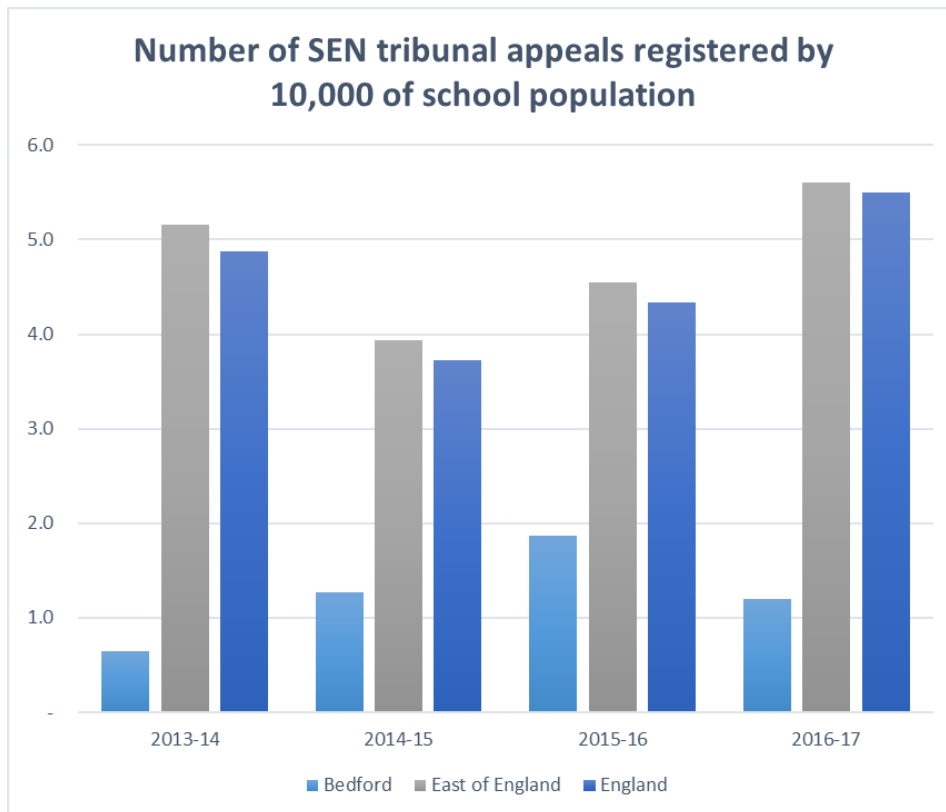


SEND tribunals

Over the last few years the number of tribunals in Bedford Borough has increased¹⁵.



Bedford Borough has historically had comparatively lower numbers of tribunals than the majority of the country. Although this remains the case, the gap has narrowed a little.



A smaller proportion of children and young people are educated in independent special schools and are classified as “educated elsewhere” in Bedford Borough than in the East of England or England as a whole.

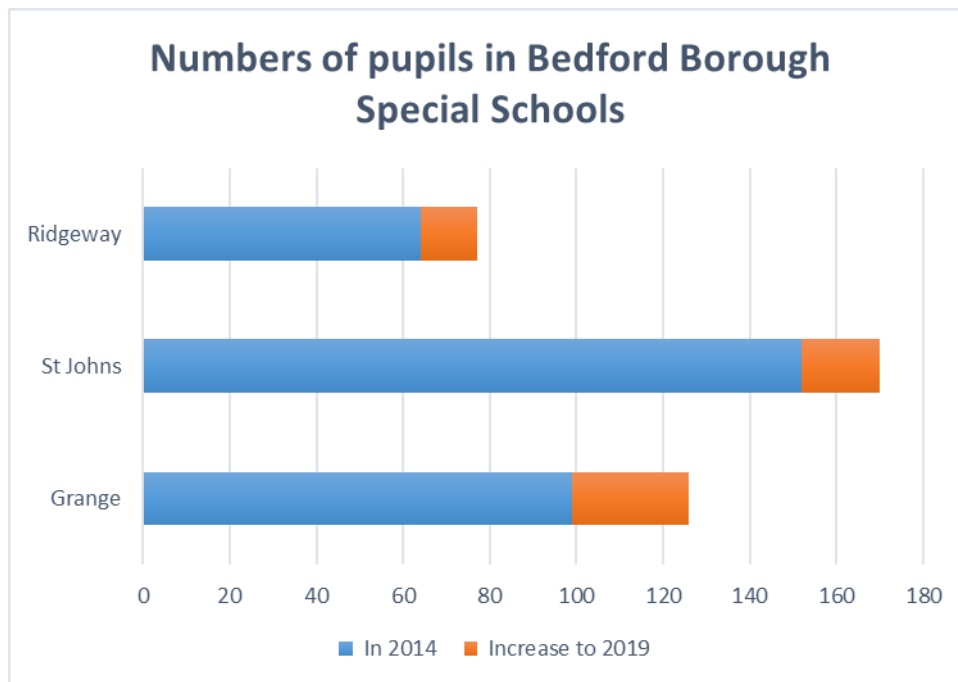
Both of these measures are considered indicators of the ability of local educational settings to meet the needs of the local population.

Special schools

373

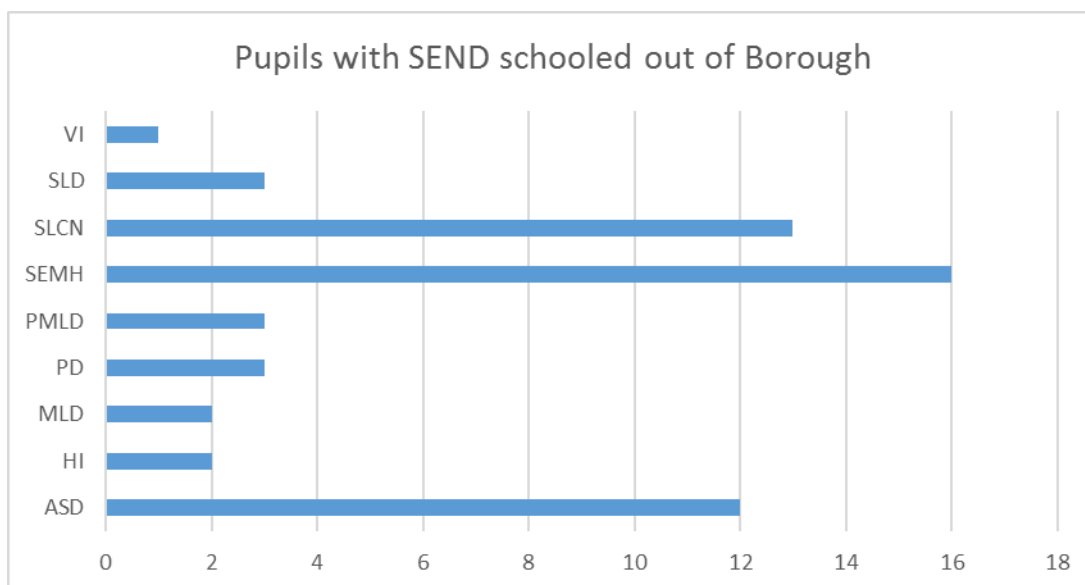
the number of pupils in Bedford Borough special schools.

There are three special schools in Bedford Borough. All of them have seen an increase in the number of students over the last 4 years¹⁶. There has been a 18% increase in pupils in Bedford Borough special needs schools over the last 4 years.

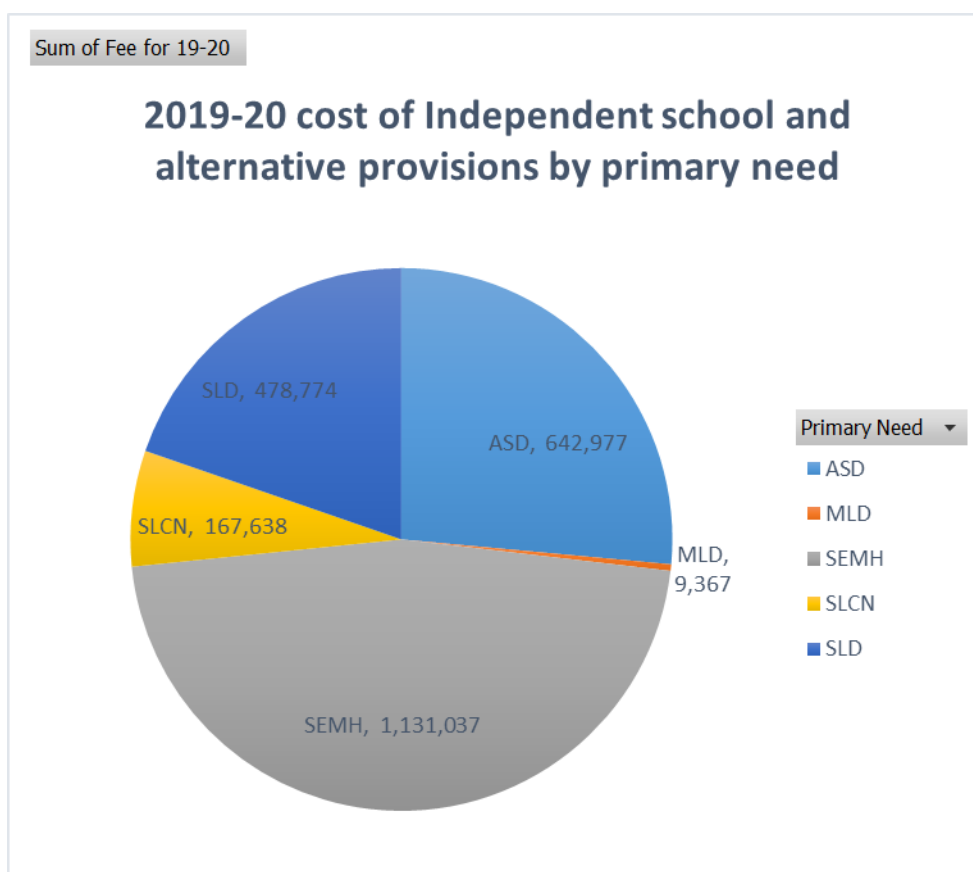


58 pupils in Bedford Borough special schools are from outside of the borough¹⁷.

There are 76 children and young people with SEND that are placed in educational settings outside Bedford Borough¹⁸. The annual cost of these placements is £2.9m, of which £2.4m is paid to independent special schools and alternative provisions. The primary reasons for these placements are:



The cost breakdown of the pupils in independent special schools and alternative provisions is as follows:

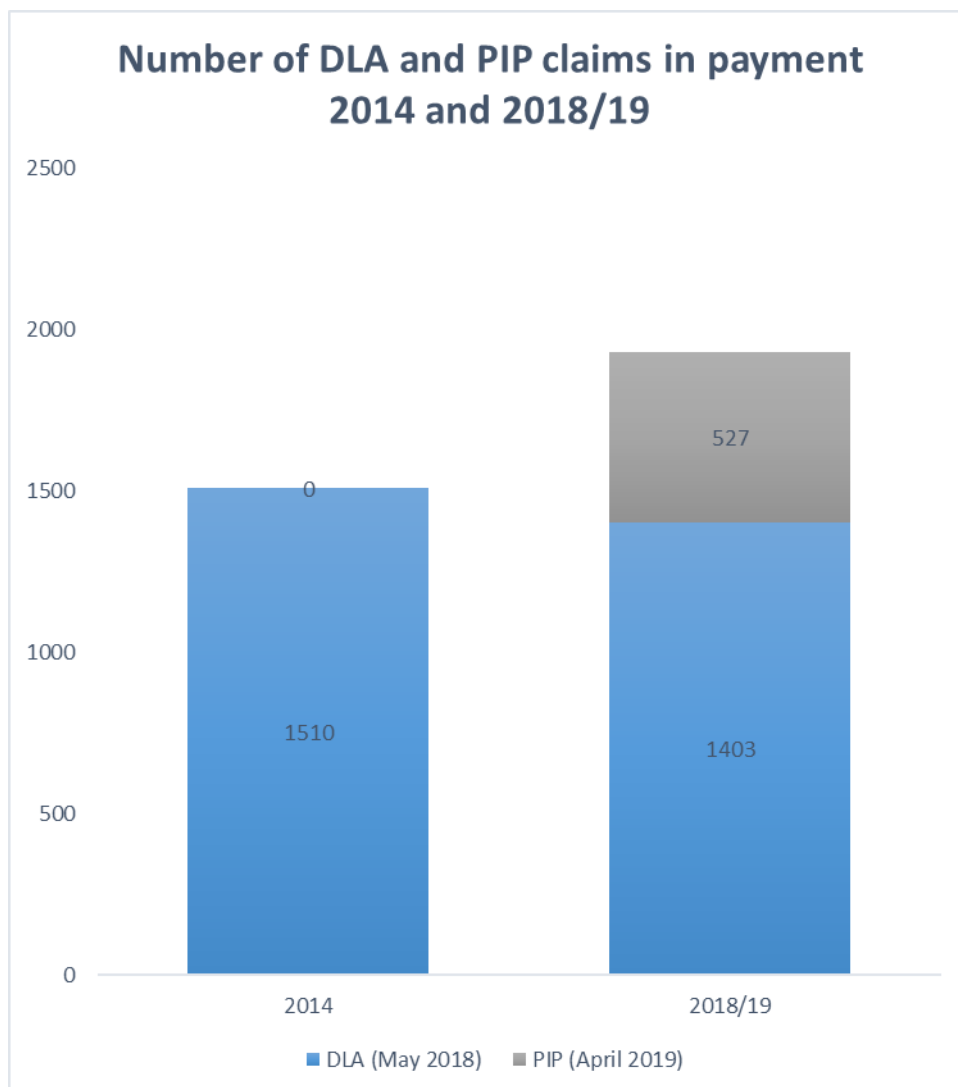


Social care

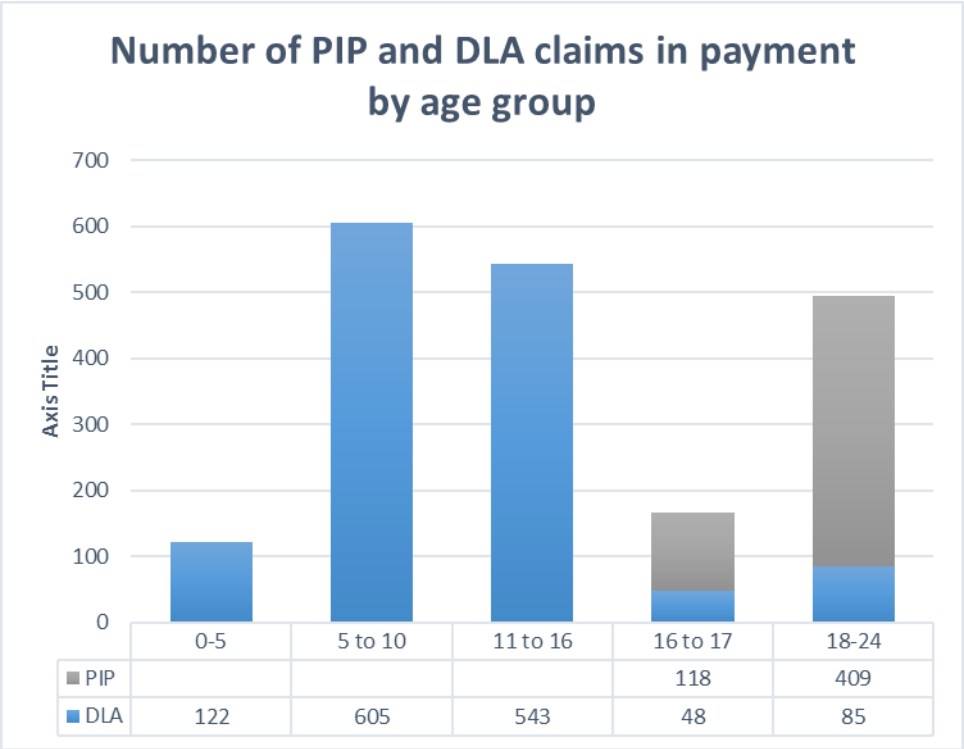
How many children and young people aged below 25 receive Disability Living Allowance (DLA) or Personal Independence Payments (PIP)?

1,930 The total number of children and young people aged below 25 who receive DLA or PIP.

The number of cases of disability related payments has increased by 420 in the last 4 years¹⁹, an increase of 30%.



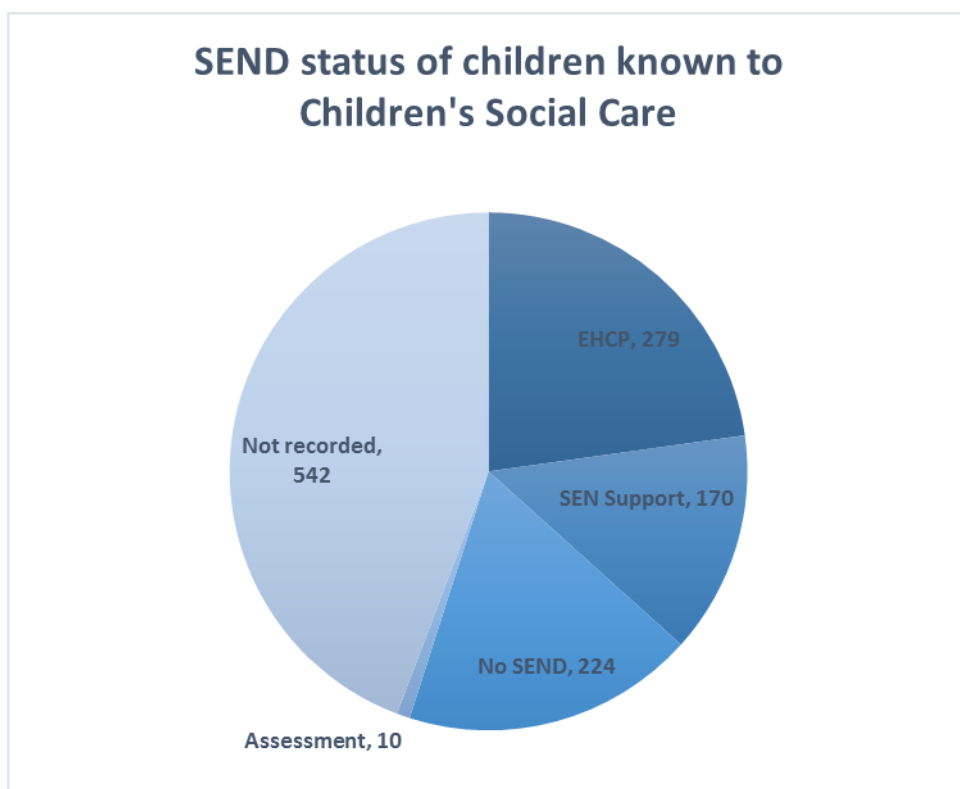
These claims can be analysed by age group as follows:



Bedford Borough Children's Social Care

There are 1225 children known to the Bedford Borough Children's Social Care Team²⁰.

Of these a total of 449 are recorded as having SEND, for 542 no SEND status is recorded and 10 are undergoing assessment.



There are 259 children with the Children with Disabilities team.

Children in Need

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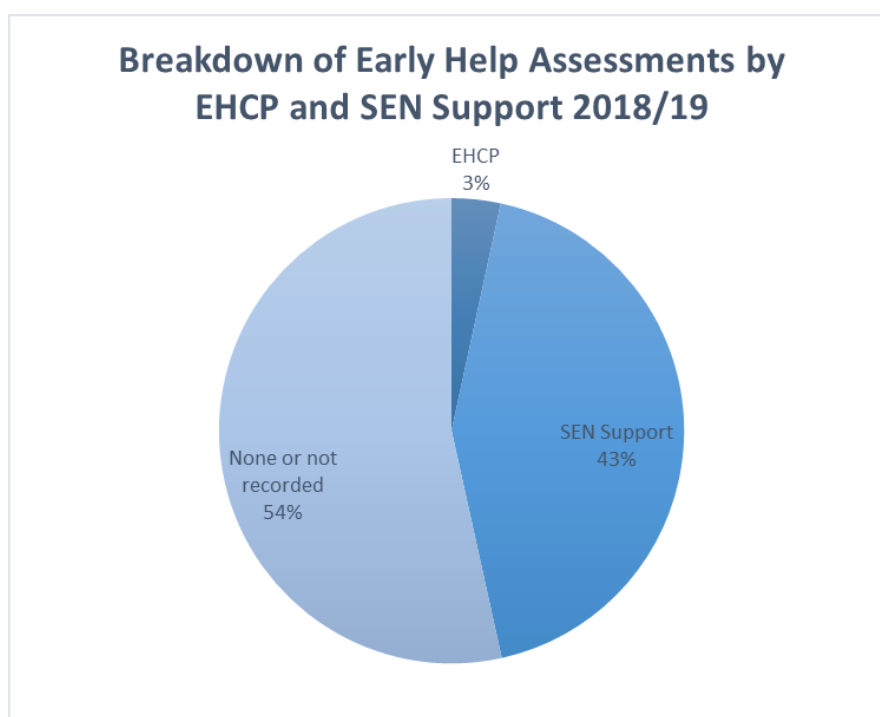
intervention and as such would not be open to Children's Social Care and not be recorded as 'Children in Need' nor reported to the DFE as 'children in need'.

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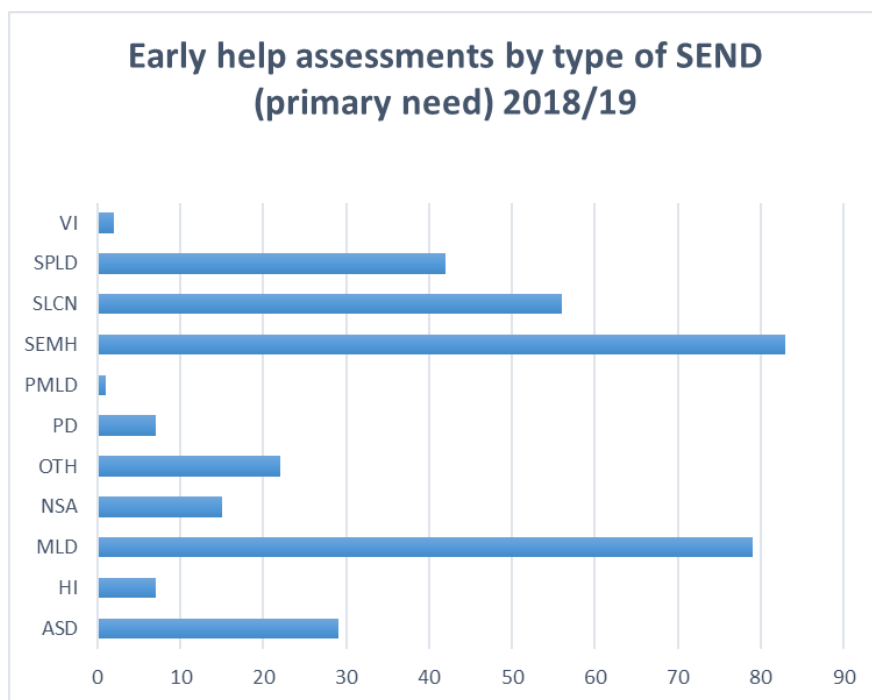
Further discussions are needed regarding the ongoing capturing of data through Child In Need Status, Disability Register and those with an EHCP to determine if more can be done to further record and report on the numbers of Children In Need through a Disability in Bedford Borough.

Early Help

737 early help assessments (EHA) were undertaken in 2018/19. Of these 343 had some sort of identified SEND²¹.



The primary recorded need for EHAs was recorded as follows:



Health

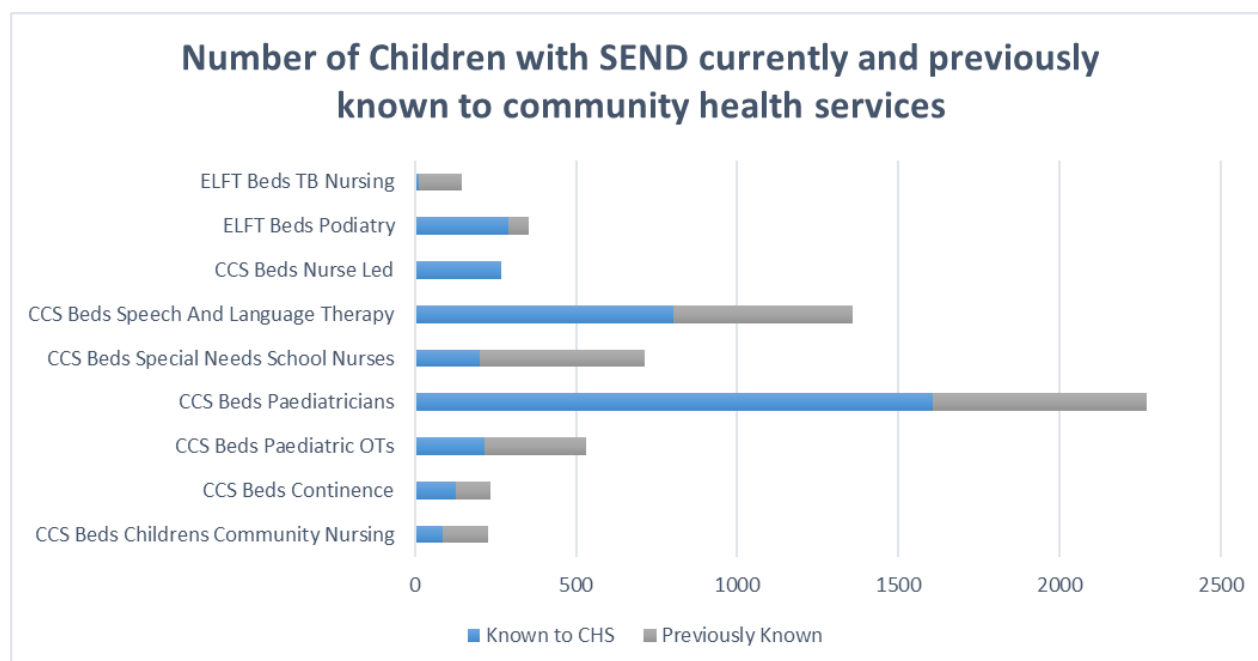
Learning Disability Health Checks

170 young people aged between 14 and 25 are recorded on the Learning Disability register. This suggests the LD register is incomplete as there are 316 young people with an EHCP in Bedford Borough aged between 16 and 25 – the majority of whom will have some sort of learning impairment.

Of the 170 identified, only 52 had an annual health check with their GP – 31%.

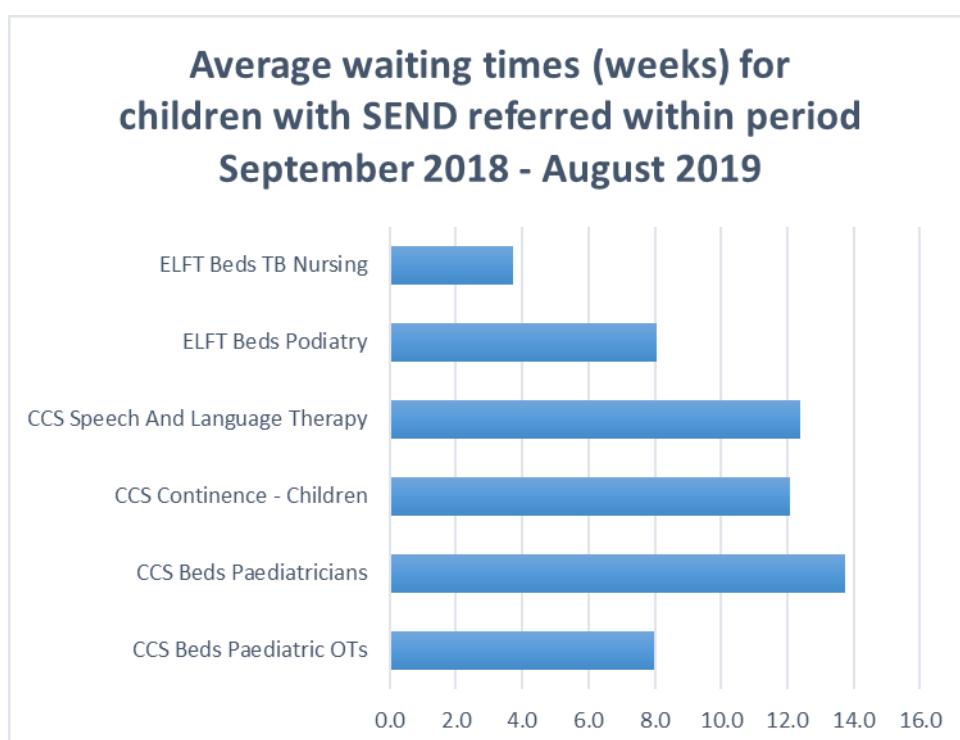
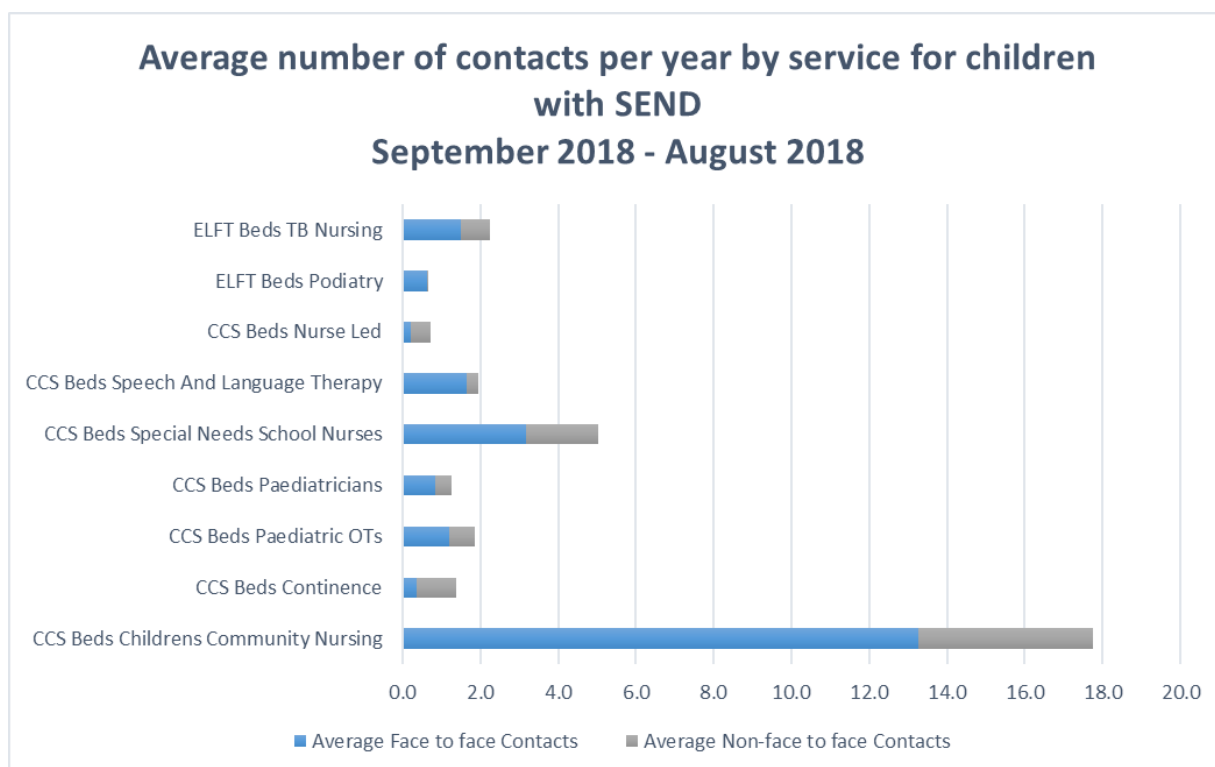
Community Health Services

The local area has analysed (using NHS numbers as the identifier) the number of children with SEND currently and previously known to different community health services²².



The data shows that for some services the numbers of children previously known to the service is higher than expected. For example, SALT and OT services have previously known rates of 41% and 51% respectively. These could be reflective of successful interventions but there is also anecdotal evidence of children being summarily discharged. This perhaps warrants further investigation.

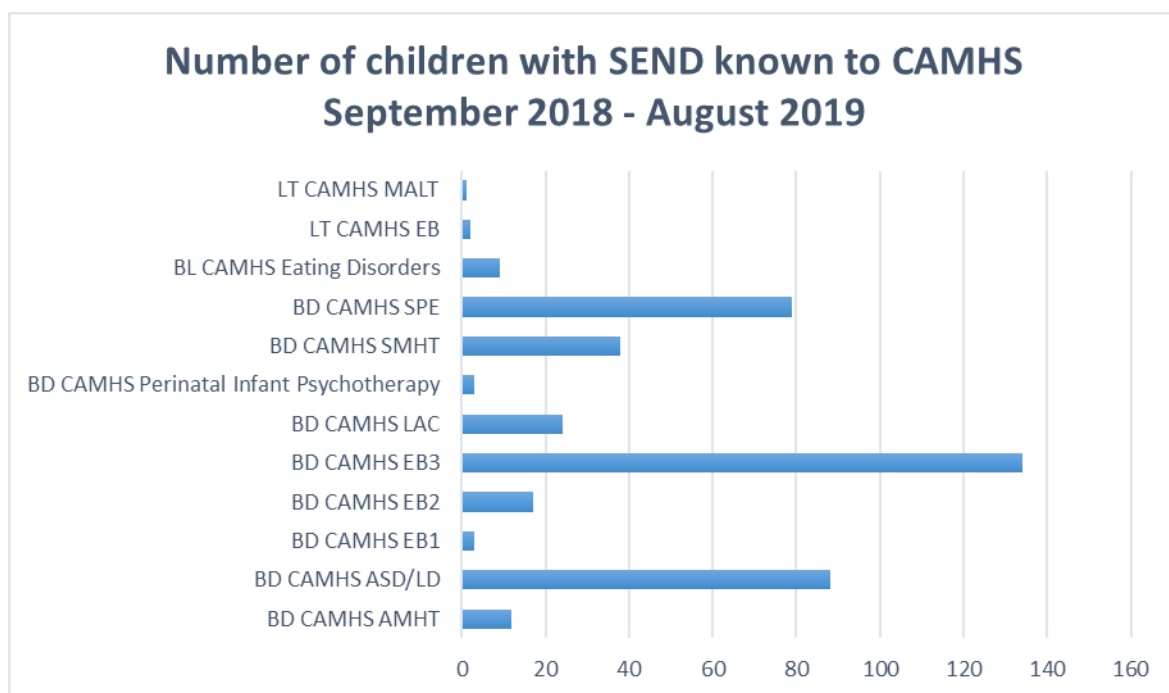
The data also shows that children with SEND are on average reviewed by community health services an average of twice a year.



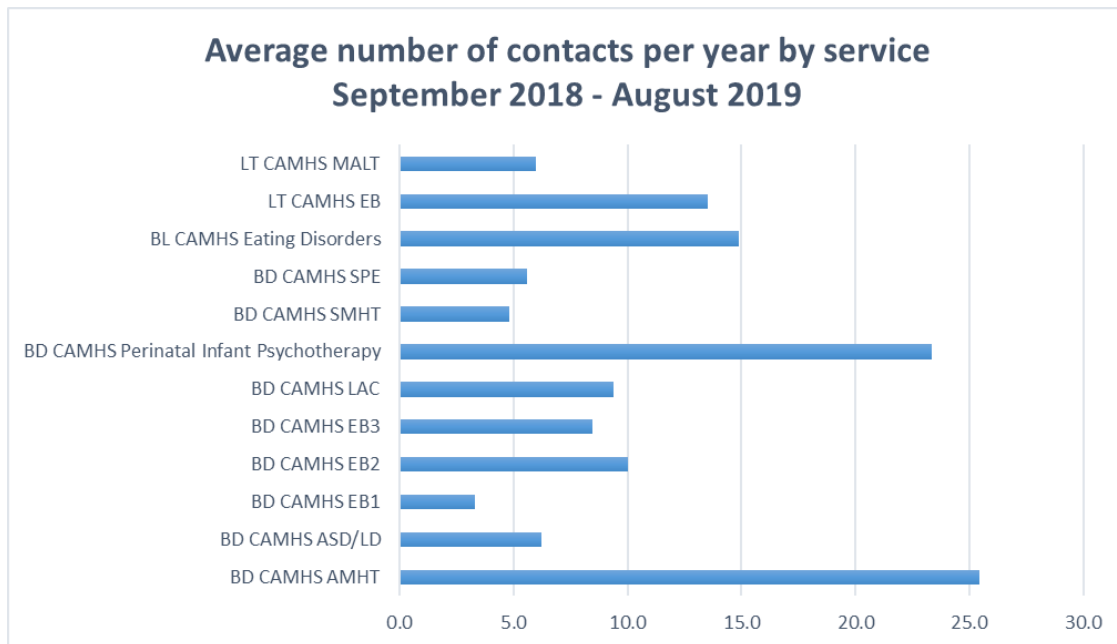
However, there is also evidence that children and young people with SALT in their EHCPs have experienced long delays in receiving SALT. This has been investigated by the CCG and Council and additional resources have been deployed to address the identified gaps.

Child and Adolescent Mental Health Services (CAMHS)

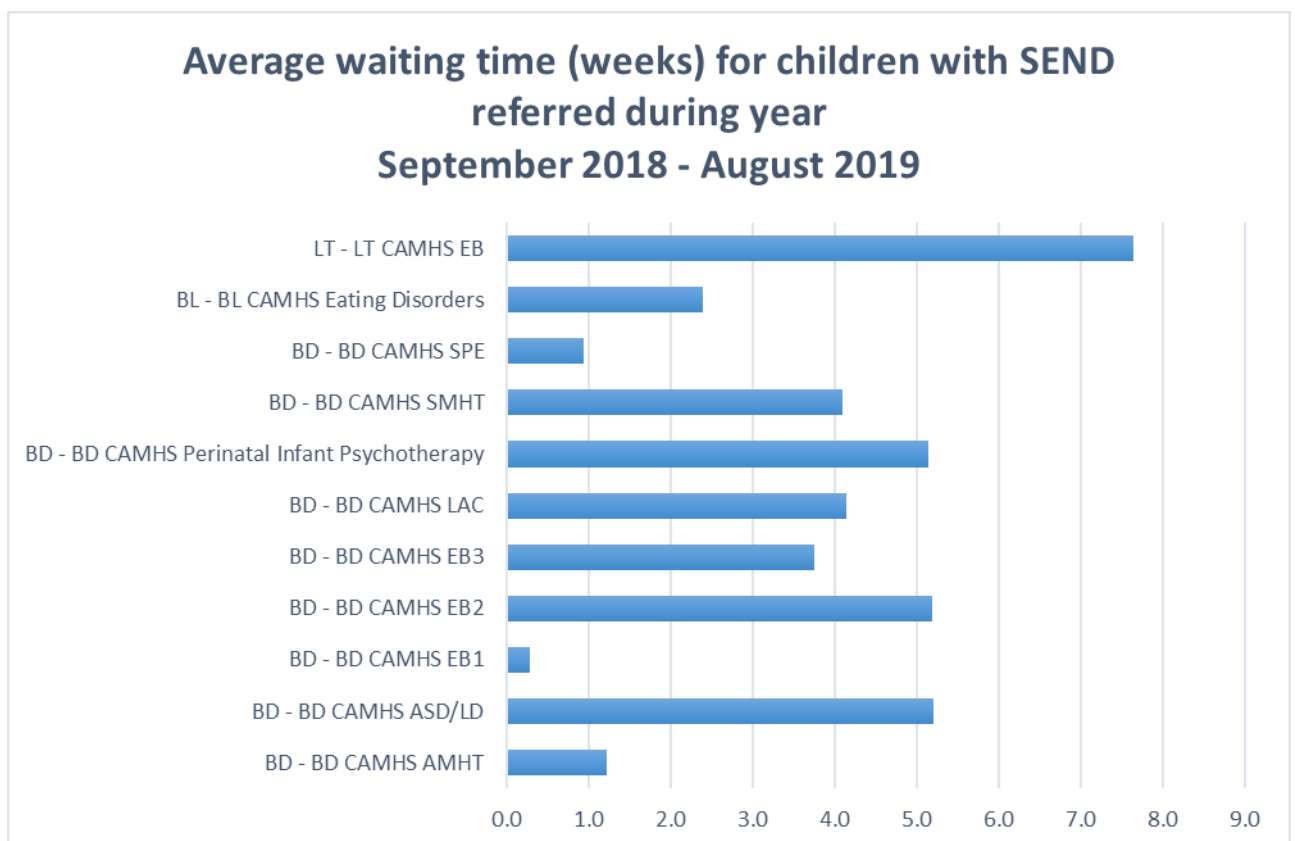
The following graph shows the number of children and young people accessing CAMHS services in 2019-19²³.



On average, the CAMHS services have regular contact with children and young people in their services..



In addition, approximate 98% of children referred to CAMHS services are seen within the 18 week deadline



Appendix A: Categories of SEND

The SEND code of practice defines four categories of SEND²⁴. These are:

Communication and interaction

Children and young people with speech, language and communication needs (SLCN) have difficulty in communicating with others. This may be because they have difficulty saying what they want to, understanding what is being said to them or they do not understand or use social rules of communication. The profile for every child with SLCN is different and their needs may change over time. They may have difficulty with one, some or all of the different aspects of speech, language or social communication at different times of their lives. Children and young people with autistic spectrum disorder (ASD), including Asperger's Syndrome and Autism, are likely to have particular difficulties with social interaction. They may also experience difficulties with language, communication and imagination, which can impact on how they relate to others.

Cognition and learning

Support for learning difficulties may be required when children and young people learn at a slower pace than their peers, even with *appropriate* differentiation. Learning difficulties cover a wide range of needs, including moderate learning difficulties (MLD), severe learning difficulties (SLD), where children are likely to need support in all areas of the curriculum and associated difficulties with mobility and communication, through to profound and multiple learning difficulties (PMLD), where children are likely to have severe and complex learning difficulties as well as a physical disability or sensory impairment.

Specific learning difficulties (SpLD), affect one or more specific aspects of learning. This encompasses a range of conditions such as dyslexia, dyscalculia and dyspraxia.

Social, emotional and mental health difficulties (SEMH)

Children and young people may experience a wide range of social and emotional difficulties which manifest themselves in many ways. These may

include becoming withdrawn or isolated, as well as displaying challenging, disruptive or disturbing behaviour. These behaviours may reflect underlying mental health difficulties such as anxiety or depression, self-harming, substance misuse, eating disorders or physical symptoms that are medically unexplained. Other children and young people may have disorders such as attention deficit disorder, attention deficit hyperactive disorder or attachment disorder. Previously, this was sometimes referred to as behavioural, emotional and social disorders (BESD).

Sensory and/or physical needs

Some children and young people require special educational provision because they have a disability which prevents or hinders them from making use of the educational facilities generally provided. These difficulties can be age related and may fluctuate over time. Many children and young people with vision impairment (VI), hearing impairment (HI) or a multi-sensory impairment (MSI) will require specialist support and/or equipment to access their learning, or habitation support. Children and young people with an MSI have a combination of vision and hearing difficulties. Some children and young people with a physical disability (PD) require additional ongoing support and equipment to access all the opportunities available to their peers.

Appendix B: A note on data available

There are a number of factors that need to be highlighted with regards to the data and information that is presented here.

Types of data and information available

There are four types of data and information that have been referenced in this chapter. Each has its relevant strengths and weaknesses.

1. Actual data from commissioners / services providers

This is the most reliable form of data in that it is sourced locally and can be fully reconciled back to individuals in Bedford Borough. However, this data tends to be very narrow and specific in nature and is often compiled using different bases (e.g. age groups). Therefore, it does not provide a complete picture of the population in scope for this paper.

2. Projected / predicted numbers

These have been prepared based upon the hard data sourced as above to fill in gaps where hard data is not available. Whilst this is based on real local numbers, any projections or predictions are clearly only as good as the assumptions made. All assumptions are made explicit when using this data.

3. Prevalence data

This sourced from national archives and analysis and is based upon an understanding of how national trends would apply to Bedford Borough. However, given the relatively small size of Bedford Borough such statistical estimates based on national trends may be only directional in nature.

4. Focus groups and anecdotal feedback

This can type of information is useful for highlighting and confirming trends and themes that may not otherwise be evident from the types of data above.

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- ¹ Department for Education and Department of Health SEND code of practice: 0 to 25 years June 2014 section 1.1
- ² Department for Education and Department of Health SEND code of practice: 0 to 25 years June 2014 section 1.2
- ³ Department for Education and Department of Health SEND code of practice: 0 to 25 years June 2014 section 3.20 to 3.24
- ⁴ ONS 2018 Mid Year Population Estimates (30th June 2018), Published 26th June 2019
- ⁵ Department for Education, Good intentions, good enough report November 2017 Lenahan and Geharty
- ⁶ ONS 2018 Mid Year Population Estimates (30th June 2018), Published 26th June 2019
- ⁷ ONS 2018 Mid Year Population Estimates (30th June 2018), Published 26th June 2019
- ⁸ Department for Education -Special Educational Needs in England 2019
- ⁹ Department for Education Statements of SEN and EHC Plans England 2019
- ¹⁰ Department for Education statistics tables SFR25-2015
- ¹¹ Department for Education -Special Educational Needs in England 2019
- ¹² Department for Education -Special Educational Needs in England 2019
- ¹³ Department for Education -Special Educational Needs in England 2019
- ¹⁴ Department for Education statistics tables SFR37-2017
- ¹⁵ Department for Education statistics Tribunals_SEND table SEND.5
- ¹⁶ Bedford Borough SEND Team May 2019
- ¹⁷ Bedford Borough SEND Team May 2019
- ¹⁸ Bedford Borough SEND Team May 2019
- ¹⁹ Department of Work and Pensions Stats-explore – Bedford Borough
- ²⁰ Bedford Borough Corporate Performance Team September 2019 – E-mail from Chris Morris 17 September 2019
- ²¹ Bedford Borough Analysis, Insight and Performance Team September 2019 - E-mail from Chris Morris 17 September 2019
- ²² ELFT (extract from System One) September 2019
- ²³ ELFT (extract from System One) September 2019
- ²⁴ Department for Education and Department of Health SEND code of practice: 0 to 25 years June 2014 section 6.28 to 6.35