

# **Lancashire County Council**

## **Cabinet**

**Thursday, 1st October, 2020 at 2.00 pm to be held as a Virtual Skype Meeting**

## **Agenda**

### **Part I (Open to Press and Public)**

#### **No. Item**

#### **1. Apologies for Absence**

#### **2. Disclosure of Pecuniary and Non-Pecuniary Interests**

Members are asked to consider any Pecuniary and Non-Pecuniary Interests they may have to disclose to the meeting in relation to matters under consideration on the Agenda.

#### **3. Minutes of the Meeting held on 3 September 2020 (Pages 1 - 6)**

### **Matters for Decision:**

#### **The Leader of the County Council - County Councillor Geoff Driver CBE**

#### **4. Procurement Report (Pages 7 - 16)**

#### **The Deputy Leader of the County Council and Cabinet Member for Highways and Transport - County Councillor Keith Iddon**

#### **5. Changes to Winter Service Plan (Pages 17 - 22)**

#### **6. Lancashire Street Charter Pilot (Pages 23 - 38)**

#### **The Cabinet Member for Children, Young People and Schools - County Councillor Phillippa Williamson**

#### **7. Developing the Approach and Provision for Children and Young People with Special Educational Needs and Disabilities (Pages 39 - 78)**

Please note that Appendix 'D' to this report is in Part II and appears as Item No. 17 on the Agenda.

#### **8. Alternative Provision Strategy (Pages 79 - 96)**

**The Cabinet Member for Community and Cultural Services - County Councillor Peter Buckley**

- 9. Revised Terms of Reference - Cabinet Working Group for Museums** (Pages 97 - 100)

**The Cabinet Member for Health and Wellbeing - County Councillor Shaun Turner**

- 10. Central Lancashire Integrated Care Partnership Governance Update** (Pages 101 - 120)

**Matters for Information:**

- 11. Urgent Decisions taken by the Leader of the County Council and the relevant Cabinet Member**

The following urgent decision has been taken by the Leader of the County Council and the relevant Cabinet Member in accordance with Standing Order C16(1) since the last meeting of Cabinet, and can be viewed by clicking on the relevant link:

[M55 Heyhouses Link Road](#)

- 12. Urgent Business**

An item of urgent business may only be considered under this heading where, by reason of special circumstances to be recorded in the Minutes, the Chair of the meeting is of the opinion that the item should be considered at the meeting as a matter of urgency. Wherever possible, the Chief Executive should be given advance warning of any Member's intention to raise a matter under this heading.

- 13. Date of Next Meeting**

The next meeting of Cabinet will be held on Thursday 5 November 2020 at 2pm.

- 14. Notice of Intention to Conduct Business in Private**

No representations have been received.

Click [here](#) to see the published Notice of Intention to Conduct Business in Private.

## **15. Exclusion of Press and Public**

The Cabinet is asked to consider whether, under Section 100A(4) of the Local Government Act 1972, it considers that the public should be excluded from the meeting during consideration of the following items of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part I of Schedule 12A to the Local Government Act 1972 as indicated against the heading to the item.

## **Part II (Not Open to Press and Public)**

### **The Cabinet Member for Technical Services, Rural Affairs and Waste Management - County Councillor Albert Atkinson**

#### **16. Required Infrastructure Upgrades on the Platt's Lane Closed Landfill Site, Burscough and the Pimbo Closed Landfill Site, Skelmersdale** (Pages 121 - 124)

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

### **The Cabinet Member for Children, Young People and Schools - County Councillor Phillippa Williamson**

#### **17. Appendix D of Item 7 - Developing the Approach and Provision for Children and Young People with Special Educational Needs and Disabilities** (Pages 125 - 128)

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

## **The Cabinet Member for Adult Services - County Councillor Graham Gooch**

### **18. Financial Resilience of the Care Home Sector** (Pages 129 - 136)

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972.

The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Angie Ridgwell  
Chief Executive and Director of  
Resources

County Hall  
Preston

## Lancashire County Council

### Cabinet

#### Minutes of the Meeting held on Thursday, 3rd September, 2020 at 2.00 pm in Skype Virtual Meeting - Skype

##### Present:

County Councillor Geoff Driver CBE

Leader of the Council  
(in the Chair)

##### Cabinet Members

County Councillor Keith Iddon  
County Councillor Albert Atkinson  
County Councillor Michael Green  
County Councillor Phillippa Williamson  
County Councillor Peter Buckley  
County Councillor Graham Gooch  
County Councillor Shaun Turner

County Councillor Azhar Ali and County Councillor John Fillis were also in attendance under the provisions of Standing Order No. C14(2).

#### 1. Apologies for Absence

There were no apologies.

#### 2. Disclosure of Pecuniary and Non-Pecuniary Interests

County Councillor Peter Buckley made a non-Pecuniary Interest on Item 5 – Procurement Report in respect of the second procurement exercise, M55 Heyhouses Link Road (Earthworks and Structures), as his wife is a member of Fylde Borough Council.

#### 3. Minutes of the Meeting held on 6 August 2020

**Resolved:** That the minutes of the meeting held on 6 August 2020 be confirmed as a correct record and signed by the Chair.

#### 4. Money Matters 2020/21 Position - Quarter 1

Cabinet considered the Money Matters report setting out an update on the county council's 2020/21 revenue and capital financial position, as at the end of June 2020 and an updated medium term financial strategy (MTFS) covering the period 2021/22 to 2023/24.

The report also showed the increasing financial pressures felt by Covid-19 and the impact it would have on the county council's budget.

In presenting the report, it was noted that there was a discrepancy in the Executive Summary on page two of the report. This was under point (i) of the summary, where it

should say "overspend" instead of "underspend". This had been corrected on the published agenda on the council's website.

**Resolved:** That

- i. The current forecast overspend of £3.737m on the revenue budget in 2020/21, be noted;
- ii. The revised funding gap of £79.306m covering the period 2021/22 to 2023/24 as set out in the revised financial outlook forecast for the council, be noted;
- iii. The contents of the county council's reserves position, be noted;
- iv. The expected capital expenditure outturn of £149.709m, be noted; and
- v. The revised 2020/21 capital delivery programme of £149.510m as presented within the body of the report, be noted.

## **5. Procurement Report**

Cabinet considered a report seeking approval to commence the following procurement exercises in accordance with the county council's procurement rules:

- i. Street Lighting Electrical Connection Services
- ii. M55 Heyhouses Link Road (Earthworks and Structures)

**Resolved:** That the commencement of procurement exercises for the following be approved:

- i. Street Lighting Electrical Connection Services
- ii. M55 Heyhouses Link Road (Earthworks and Structures)

## **6. Economic Recovery and Growth Programme**

Cabinet received a report seeking approval for a proposed £12.8m economic recovery and growth programme that will target and tackle some of the economic impacts of Covid-19 and to stimulate economic growth.

**Resolved:** That;

- i. The allocation of use of £12.8m to fund a targeted economic recovery and growth programme as outlined in the report be approved;
- ii. The Executive Director of Growth, Environment, Transport and Communities be authorised, to finalise the programme and award funding to projects in consultation with the Director of Corporate Services, Director of Finance and Leader of the Council; and
- iii. The Executive Director of Growth, Environment, Transport and Communities be authorised, in consultation with the Director of Corporate Services, to identify the most appropriate delivery models, to procure all such external resources required, to negotiate the terms and conditions of any arrangements or contracts, and to enter into contractual arrangements.

**7. Lancashire County Council (Barrow Greaves, Ellel, Five Ashes Lane, Thurnham, Hazelrigg Lane, Ellel and Scotforth, Lancaster City) (Prohibition of Waiting and Restriction of Waiting) Order 202\***

Cabinet considered a report setting out a proposal to make a Traffic Regulation Order on Barrow Greaves, Ellel, Five Ashes Lane, Thurnham, Hazelrigg Lane, Ellel and Scotforth and Lancaster City, in order to assist in removing commuter parking from the local rural road network.

**Resolved:** That the proposals for parking restrictions on the various lengths of road as detailed within this report be approved.

**8. Lancashire County Council (Various Roads, Burnley, Chorley, Fylde, Hyndburn, Pendle, South Ribble, West Lancs and Wyre Boroughs, Lancaster and Preston City) (Revocation, Various Parking Restrictions and Amendment to Permit Provisions January (NO1)) Order 202\***

Cabinet considered a report setting out a proposal to make a Traffic Regulation Order to address anomalies in parking restrictions and to clarify, simplify and remedy a number of discrepancies that have been identified in the Burnley, Chorley, Pendle and Preston districts. In addition, a further proposal was made for new restrictions in the districts of Chorley, Fylde, Hyndburn, Lancaster, Preston, South Ribble, West Lancashire and Wyre.

**Resolved:** That the proposals for parking restrictions on the various lengths of road within the Burnley, Chorley, Fylde, Pendle, Preston, Hyndburn, South Ribble, West Lancashire and Wyre Districts, as detailed within this report be approved.

**9. Lancashire Youth Policy**

Cabinet received a report setting out the Lancashire Youth Policy. The purpose of the policy was to provide a guiding framework for partners and stakeholders, including underpinning principles and areas for action, to help ensure that young people:

- are at the heart of and part of our policy making;
- are better supported to achieve their full potential; and
- ensure that our engagement is best in class.

In presenting the report, it was noted that there was a discrepancy with the names of the Priorities listed in the report, where on page 3 of the report, it should have said "Priority 1", instead of "Theme 1". There were also issues with the numbering of the remaining priorities, where on page 5 of the report, "Priority 2" should say "Priority 3", on page 6 "Priority 3" should say "Priority 4" and on page 7 "Priority 4" should say "Priority 5". These changes had been corrected on the published agenda on the council's website.

**Resolved:** That;

- i. The principles, key issues and priorities for action set out within this report be approved; and
- ii. The Executive Director for Education and Children's Services be authorised, in consultation with the Cabinet Member for Children, Young People and Schools, to complete the development of the Lancashire Youth Policy through ongoing

engagement and participation with children and young people and, where there are areas for partnership action, with relevant partner organisations.

## **10. Education Contribution Methodology**

Cabinet received a report on a proposal to update the county council's Education Contribution Methodology which had been in place since May 2016. The updated methodology reflected the latest guidance issued by the Department for Education in relation to securing contributions from housing development.

**Resolved:** That the adoption of the Education Contribution Methodology, as set out at Appendix 'A' of the report, be approved.

## **11. Bowgreave Rise Residential Care Home**

Cabinet considered a report that proposed to replace the county council's care home, Bowgreave Rise, with a new residential care home able to meet the needs of people living with dementia and a new extra care scheme.

**Resolved:** That

- i. The feedback from the consultation in relation to the initial proposals for the replacement of the Bowgreave Rise care home, be noted.
- ii. The data and evidence in relation to the prevalence of dementia and the current supply of care beds, be noted.
- iii. The outline proposals for the procurement, funding, delivery and operation of a separate care home and future extra care facility on the Bowgreave Rise site, be approved.

## **12. Extra Care Housing in Lancashire**

Cabinet considered a report setting out proposals to reduce the county council's reliance on long-term residential care placements by proposing arrangements for delivering the key ambitions of the Housing with Care and Support Strategy in relation to extra care.

**Resolved:** That

- i. The overall approach to the implementation of the county council's Housing with Care and Support Strategy in relation to extra care housing namely to adopt an approach to the funding of extra care based on Homes England grant and borrowing rather than a lease based/institutional funding model, and any contribution of land or grant by Lancashire County Council to be funding of last resort and only applied in order to make a strategically important scheme financially viable, be approved; and
- ii. Work with Eric Wright Group's Health and Care Division as Lancashire Regeneration Property Partner, to assist in engagement with the wider health sector on delivery of the strategy's aims and specifically bring forward developments in areas of demand where there is no activity, be approved.



**13. Urgent Decisions taken by the Leader of the County Council and the relevant Cabinet Member(s)**

**Resolved:** That the two urgent decision taken by the Leader of the County Council and relevant Cabinet Members since the last meeting of Cabinet, be noted.

**14. Urgent Business**

There were no items of Urgent Business.

**15. Date of Next Meeting**

It was noted that the next meeting of Cabinet would be held at 2pm on Thursday 1 October 2020 as a virtual meeting.

**16. Notice of Intention to Conduct Business in Private**

Cabinet noted the Notice of Intention to Conduct Business in Private and that no representations had been received.

**17. Exclusion of Press and Public**

**Resolved:** That under Section 100A(4) of the Local Government Act 1972, the public be excluded from the meeting during consideration of the following item of business on the grounds that there would be a likely disclosure of exempt information as defined in the appropriate paragraph of Part I of Schedule 12A to the Local Government Act 1972 as indicated against the heading to the item.

**18. Funding for Business Support Programmes - Emergency Direct Award(s)**

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Cabinet considered a report on funding for Business Support Programmes that aimed to help firms deal with the economic disruption caused by the Coronavirus pandemic.

**Resolved:** That the recommendations set out in the report be approved.

**19. Major Project and Strategic Development Team**

Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

Cabinet considered a report to explore increasing the capacity requirements for the Strategic Development Team.

**Resolved:** That the recommendations set out in the report be approved.

Angie Ridgwell  
Chief Executive and  
Director of Resources

County Hall  
Preston

**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Head of Service - Procurement****Part I**

Electoral Division affected:  
(All Divisions);

**Procurement Report**

(Appendix 'A' refers)

Contact for further information:

Rachel Tanner, Tel: (01772) 534904, Head of Service - Procurement,  
rachel.tanner@lancashire.gov.uk

**Executive Summary**

In line with the county council's procurement rules, this report sets out a recommendation to approve the commencement of the following procurement exercises:

- (i) Supply of groceries, drinks and frozen food products
- (ii) Grounds maintenance services
- (iii) Waste concessions contract

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

**Recommendation**

Cabinet is asked to approve the commencement of the procurement exercises as set out in Appendix 'A'.

**Background and Advice**

Appendix 'A' sets out the detail of the individual procurement exercises and the basis upon which it is proposed to carry out the processes including:

- The description of the services
- The procurement route proposed
- The estimated contract value
- The proposed basis for the evaluation of the tender submissions.

Where approval has been received from the Cabinet to undertake a tender process which is deemed to be a Key Decision, the subsequent award of the contract on the satisfactory completion of the tender exercise shall not be deemed to be a Key Decision and can be approved by the relevant head of service or director.

On conclusion of the procurement exercises, the award of the contracts will be made under the county council's scheme of delegation to heads of service and in accordance with the council's procurement rules.

### **Consultations**

Relevant heads of service and key operational staff have been consulted in drawing up the proposals to undertake the procurement exercises included within this report.

### **Implications:**

This item has the following implications, as indicated:

### **Financial**

The estimated value of the contracts will be contained within the funding arrangements as set out in Appendix 'A'. If significant variations should result from this position a further report to Cabinet will be required.

### **List of Background Papers**

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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N/A		
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## Procurement Title

The Supply of Grocery, Soft Drinks and Frozen Food Products to Lancashire County Council Establishments

## Procurement Option

OJEU – Open Tender Procedure

The use of an external 3<sup>rd</sup> party framework has been discounted for the supply of these contracts. Under the provision of a food distribution network (approved by Cabinet in September 2018), a strategy was agreed to appoint a main distributor so that the individual supply of food groups could be tendered in such a way as to encourage bids from local SME providers. The use of a 3<sup>rd</sup> party framework would not support this strategy as they restrict the potential number of suppliers who are able to bid for these contracts and in the majority of cases, are limited to large-scale national suppliers.

## New or Existing Provision

Existing

## Estimated Contract Value and Funding Arrangements

Approximately £5 million to £6 million per annum

Estimated Total Contract Value: £20 million to £24 million

Approximately 85% - 90% will be funded by Schools & Residential Care Catering (Facilities Management), 10% - 15% across the rest of the county council including, but not limited to: Facilities Management Services, CYP and ACS.

## Contract Duration

Initial period of 24 months with an option to extend the contract beyond the initial term, by any number of agreed periods, to a maximum of a further 24 months.

## Lotting

Lot 1	Organic Goods, Bread Mixes and Gluten Free Mixes
Lot 2	Tinned Tuna
Lot 3	Baked Beans
Lot 4	Tinned Tomatoes and Tomato Puree
Lot 5	Butter and Margarine
Lot 6	Frozen White Fish
Lot 7	Frozen Potatoes and Vegetables
Lot 8	Soft Drinks and Confectionery
Lot 9	Miscellaneous Groceries
Lot 10	Miscellaneous Frozen Food

## Evaluation – Applicable to each Lot

Quality Criteria 40%

Financial Criteria 60%

Social Value will account for 10% of the quality criteria focusing on environmental sustainability, supporting themed events in schools, promoting healthy eating in schools, and promoting training and employment opportunities for the people of Lancashire, particularly, those from vulnerable groups i.e. looked after children.

The procurement strategy will also take into consideration supplier procedures and contingency plans in the event of a localised spike in Covid-19 cases throughout Lancashire to try and anticipate and prevent service disruption, wherever feasible.

### **Contract Detail**

The current contracts for groceries, frozen foods and soft drinks (product groups detailed within the Lotting section of this report) have been in place since 1<sup>st</sup> October 2017 and are due to expire on the 31<sup>st</sup> March 2021.

In September 2018, Cabinet approved the commencement of a procurement exercise to identify a single provider to operate a food distribution network (including supply of Fresh Fruit and Vegetables). The contract commenced on the 1<sup>st</sup> May 2019. Further to this, separate report(s) are to be submitted outlining the procurement approach for the supply of individual food contracts into the nominated distributor as and when required.

The successful supplier for each individual Lot will be responsible for the supply only of the product groups listed within this report, into the council's nominated distributor. These supply contracts will then commence on 1<sup>st</sup> April 2021. The nominated distributor will deliver these products to over 550 council units, the majority of these being schools and colleges.

The aim of this strategy is to encourage bids from local SME's that do not have the infrastructure to distribute their products to the number of units stated above and at the frequency required, across the entire Lancashire region.

There are no restrictions for the number of Lots suppliers can bid for and subsequently no restrictions for the number lots that can be awarded to any individual supplier.

### **EVALUATION**

The evaluation procedure will place emphasis on quality in terms of contract service and product offering, which aims to support the county council's catering services key developments and priorities, including:

- Positively influence the health and wellbeing of Lancashire's children, young people and older people
- Continuous growth of primary and secondary school take up across Lancashire and subsequent growth of the School and Residential Care Catering Service
- Continual development of product range and food standards
- Promotion of local businesses, suppliers and employees where feasible

- Maintaining the silver standard catering mark for the School and Residential Care Catering Service
- Environmental impact
- Value for money

**Procurement Title**

Grounds Maintenance Services – Dynamic Purchasing System

**Procurement Option**

OJEU – Dynamic Purchasing System (DPS) compliant with the Public Contract Regulations 2015.

**New or Existing Provision**

Existing – currently operating as numerous standalone contracts with various end dates within the next 4 years.

**Estimated Contract Value and Funding Arrangements**

The approximate annual value of contracts awarded each year under the DPS is £154,000. Each contract will have an average duration of four years. Therefore the total value of the DPS over its initial four year term, including the call-off contracts that go beyond the four year term, is approximately £2,464,000:

DPS four year term				Contracts expiring beyond DPS term		
Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7
154000	154000	154000	154000			
	154000	154000	154000	154000		
		154000	154000	154000	154000	
			154000	154000	154000	154000

There will be an option to extend the DPS term by a further period of two years. Exercising this extension in full means that a further estimated £1,232,000 would be added to the overall value of the DPS.

The Grounds Maintenance services are not drawn from a Council budget. The DPS may be accessed by educational and other establishments as part of a traded service, therefore these customers in each case will pay for the delivery of the services. The Council receives a net income overall for providing this traded service, as customers pay a fee to the Council in order to access the contracts and contract management by the Design and Construction Service.

There is no commitment or guarantee as to the value of work and/or number of contracts to be placed with the suppliers appointed to the DPS.

**Contract Duration**

The DPS will commence on or after 01/04/2021 and will be in place for an initial period of four years subject to no early termination by the Council. There will be an option to extend the DPS by a further period of two years.

**Categories**

N/A

**Evaluation**

A DPS has two stages of evaluation:

Stage One: Potential suppliers may submit applications to join the DPS. The application process assesses a potential supplier against a series of exclusion and selection criteria in the form of a supplier selection questionnaire (SQ). Under the



Public Contracts Regulations 2015, every supplier that passes the SQ must be admitted onto the DPS where they meet the criteria.

Stage Two: This stage is the evaluation of mini-competitions for specific projects or customers.

All suppliers that pass Stage One are invited to submit a bid for mini-competitions as and when they are tendered. The Council will evaluate all mini-competitions according to 'most economically advantageous tender' (MEAT) criteria. This may be on the basis of lowest price or on the basis of a price/quality ratio where it is deemed necessary to do so.

Due to the nature of the supply base (many SMEs) and the nature of the services (the majority of individual contracts are valued between £1,000-10,000 per annum), social value is not likely to be incorporated into the evaluation.

### **Contract Detail**

The Council's Design & Construction Service provides a service to many educational establishments and Fire & Rescue Services throughout Lancashire. This may expand to the Police in the future. The service includes conducting procurement activity for these clients, putting in place contracts for services, and then managing these contracts on the client's behalf.

Grounds maintenance contracts are procured every year on behalf of clients. The number of clients each year is approximately 80-120 and each client will have their own contract. The process creates a large administrative burden on all parties involved, as each tender involves numerous documents, advertisements, time pressures, and repetitive evaluation procedures.

A DPS will mitigate many of these issues by reducing the amount of paperwork for each tender for all parties. Resource freed up by the Design & Construction and Procurement Services may be used to further develop the overall service offer (for example, working more closely with a number of Grounds Maintenance suppliers to enhance the quality of services).

The intention is to establish a DPS with a good number of suppliers, including local SMEs, who will be easily able to join the DPS and bid for Grounds Maintenance contracts as and when they are advertised.

### **Review of Third Party Frameworks and DPS Agreements**

There are limited number of third party agreements with Grounds Maintenance Services available. However, the use of a third party agreements may exclude the majority of the local suppliers who currently deliver services to clients. The DPS is open for suppliers to join at any point and is simple to join, thereby encouraging the involvement of SMEs and new companies. In addition, the use of third party agreements is not generally compatible with Design and Construction's traded service offer.

**Procurement Title:**

The Provision of Services for the Collection, Transportation, Treatment and Recovery of Waste Electrical & Electronic Equipment (WEEE) and Household Batteries

**Procurement Option:**

Concession Contract

**New or Existing Provision:**

Existing. Current contract expires on 31/03/2021 with no further extensions available.

**Estimated Annual Contract Value and Funding Arrangements:**

The successful tenderer will provide the services under a cost neutral operation and will have taken into consideration all costs or fees whatsoever associated with its management and delivery of the services required under the specifications of the contract.

For the avoidance of doubt the council shall incur no costs whatsoever for the provision of the services under this Agreement.

**Contract Duration:**

The agreement shall commence on 1<sup>st</sup> April 2021 and shall continue until 31 March 2024.

The council may extend this Agreement from the end of the Contract Period on an annual basis for further periods of 12 Months (or part thereof) up to a maximum of two years as follows:

1 April 2024 and ending no later than 31 March 2025; and

1 April 2025 and ending no later than 31 March 2026.

**Lotting:**

N/A. In order to ensure consistent countywide service delivery, the contract will not be lotted.

**Evaluation:**

The award of the contract is on the Most Economically Advantageous Tender (MEAT). Tenders will be evaluated in 2 stages.

Stage 1: Acceptance or rejection of economic operator based on business standing, financial standing, technical and professional ability.

Stage 2: Evaluation against the specified award criteria evaluated on the basis of 100% quality criteria (of which social value weighs 10%)

**Contract Detail:**

The contract is for the collection, transportation, treatment, recovery and, where applicable, environmentally sound disposal services for the WEEE which will be divided into the following WEEE Streams:

- Large household appliances;
- Cooling equipment;
- Display equipment i.e. Cathode ray tubes, liquid-crystal displays and plasma displays (including televisions and monitors);
- Lamps (including filament bulbs on certain sites as advised by the council).
- Household Batteries
- Printer Cartridges
- All other WEEE.

WEEE shall be collected from Designated Collection Facilities (DCFs), these being Lancashire County Council's 15 Household Waste Recycling Centres, 2 Waste

Transfer Stations, and 1 Community Recycling & Re-Use Centre. Local Collection Authority District Depots also act as a DCF.

Collection and disposal of household batteries is also required from battery collection points throughout the county, such as primary schools, secondary schools, and libraries.

The successful tenderer will be required, as a minimum:

1. to provide all plant and resources necessary for the loading of WEEE onto transport;
2. to provide transportation of all WEEE collected from DCFs to appropriate treatment/disposal facilities;
3. to comply with all duty of care provisions;
4. to issue waste transfer notes and hazardous waste consignment notes;
5. processing and treatment of all WEEE collected from DCFs at authorised outlets
6. to assume responsibility for all costs associated with the reporting of waste movements including fees payable to the Environment Agency as consignee or consignor; and
7. to undertake end-products' marketing or use as well as the disposal of residual waste in accordance with prevailing environmental legislation and best practice.



**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Head of Service - Asset Management****Part I**

Electoral Division affected:  
(All Divisions);

**Changes to Winter Service Plan**

(Appendix 'A' refers)

Contact for further information:

Paul Binks, Tel: (01772) 532210, Highways Asset Manager,  
paul.binks@lancashire.gov.uk

**Executive Summary**

The Winter Service Plan has recently been reviewed against the National Winter Service Research Group Practical Guide. It is proposed to amend Winter Service Policy 9 to adopt the spread rates contained in the national guidance, as per Appendix 'A'.

This is deemed to be a Key Decision and the provisions of Standing Order C20 have been complied with.

**Recommendation**

Cabinet is asked to :

- (i) Approve the changes to Winter Service Policy 9, as detailed in Appendix 'A'.
- (ii) Authorise the Director of Strategy and Performance to agree the changes to the Winter Service Plan in consultation with the Deputy Leader and Cabinet Member for Highways and Transport.

**Background and Advice**

The Winter Service Plan sets out how the council as highway authority for Lancashire meets its policies for the treatment of roads for which it is responsible during the winter period: enabling a safe passage for highway users, minimising delays due to winter weather and ensuring operations are undertaken safely.

The Winter Service Plan details the policies and sets out the operational practice associated with the winter service. It is published online annually before the start of

the winter season towards the end of October having been updated to reflect approved policy changes during the year and salt stock levels, etc.

The Lancashire County Council Winter Maintenance Group has recently reviewed the Winter Service Plan, and it is recommended that the plan is updated to align it with the National Winter Service Research Group Practical Guide: Section Eight: Spread rates for precautionary salting.

Adopting the national guidance means that we are able to take road conditions into consideration more than the previous policy allowed in terms of:

- applying the appropriate treatment to wet, damp or dry roads;
- traffic conditions dependant on the time of day; and
- a more precise consideration of temperature.

An expected consequence of this approach will be that more accurate amounts of salt will be used to meet the road condition, which will also result in less over salting. Adopting national guidance also supports the defence of claims against the authority.

It is proposed to amend Winter Service Policy 9 to adopt the spread rates contained in the national guidance, as set out at Appendix 'A' and that the Director of Strategy and Performance be authorised to agree the Plan in consultation with the Deputy Leader and Cabinet Member for Highways and Transport.

## **Consultations**

NA

## **Implications:**

This item has the following implications, as indicated:

## **Risk management**

Not adopting these changes would mean that Lancashire County Council would be out of step with national guidance and good practice, which may make it more difficult to defend possible challenges.

## **Financial**

Adopting the national guidance means that we are able to take road conditions into consideration more than the previous policy allowed in terms of:

- applying the appropriate treatment to wet, damp or dry roads
- traffic conditions dependant on time of day
- a more precise consideration of temperature

A consequence of this approach will be that more accurate amounts of salt will be used to meet the road condition, which will also result in less over salting and less salt wasted, allowing improved financial management.

### List of Background Papers

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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N/A		
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# Appendix A

## WS Policy 9: Spread Rates

Policy WS 9:					
Carriageway Treatment Matrix: Treated Salt					
Weather Conditions Road Surface Conditions Road Surface Temperature (RST) when frost/ ice predicted	Moderate Traffic		Light Traffic 23:00-04:00(1st treatment)		Ploughing
	Dry/Damp Road	Wet Road	Dry/Damp Road	Wet Road	No
<u>Precautionary Treatment (g/m²)</u>					
At or above -1C	7	7	9	9	No
-1.01C to -2.0C	7	7	9	9	No
-2.01C to -3.0C	7	10	9	13	No
-3.01C to -4.0C	7	13	9	16	No
-4.01C to -5.0C	8	16	10	20	No
-5.01C to -7.0C	11	22	14	28	No
-7.01C to -10.0C	16	31	20	39	No
-10.01C to -15.0C	22	2 x 21	28	2 x 27	No
Forecast snow Up to 30mm	15	15	20	20	No
Forecast snow greater than 30mm	15-30	15-30	20-40	20-40	No
<u>Post Treatment (g/m²)</u>					
Hoar frost/ice (see precautionary treatment above)	8-30	8-30	10-40	10-40	No
	(dependant on surface temperature and state)				
Snow where precautionary treatment has taken place	8	8	10	10	Plough first if depth >5-15mm see note.4
Snow where precautionary treatment has not taken place	15-40	15-40	20-40	20-40	
Hard-packed snow/ice	salt and/or liquid de-icer				No

## Policy WS 9:

### Carriageway Treatment Matrix: Untreated Salt

Weather Conditions Road Surface Conditions Road Surface Temperature (RST) when frost/ ice predicted		Moderate Traffic		Light Traffic 23:00-04:00(1st treatment)		Ploughing
		Dry/Damp Road	Wet Road	Dry/Damp Road	Wet Road	No
Precautionary Treatment (g/m <sup>2</sup> )						
At or above -1C		8	8	10	10	No
-1.01C to -2.0C		8	8	10	10	No
-2.01C to -3.0C		8	13	10	16	No
-3.01C to -4.0C		9	17	11	21	No
-4.01C to -5.0C		11	21	14	26	No
-5.01C to -7.0C		15	30	19	38	No
-7.01C to -10.0C		20	40	25	2 x 25	No
-10.01C to -15.0C		28	2 x 28	28	2 x 27	No
Forecast snow Up to 30mm		20	20	27	27	No
Forecast snow greater than 30mm		20-40	20-40	25-50	25-50	No
Post Treatment (g/m <sup>2</sup> )						
Hoar frost/ice (see precautionary treatment above)		Jan-00	8-30	10-40	10-40	No
		(dependant on surface temperature and state)				
Snow where precautionary treatment has taken place		8	11	13	13	Plough first if depth >5-15mm see note.4
Snow where precautionary treatment has not taken place		20-40	20-40	25-50	25-50	
Hard-packed snow/ice		salt and/or abrasive and/or liquid de-icer		salt and/or liquid de-icer		No

**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Head of Service - Highways****Part I**

Electoral Division affected:  
(All Divisions);

**Lancashire Street Charter Pilot**

(Appendices 'A' - 'B' refer)

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**Executive Summary**

The Lancashire Visually Impaired Forum invited the Highways Service to attend their meetings and asked that consideration be given to developing a Street Charter based on the Royal National Institute of Blind People's toolkit as part of their Inclusive Journeys campaign.

Officers have worked with the Lancashire Visually Impaired Forum and with officers from Preston City Council to develop the attached document at Appendix 'A' which draws together existing policies and procedures relating to the management of the public realm. Cabinet approval is sought for the approval of the Street Charter (Appendix 'A' refers) as an advice document to inform public realm work in the Preston City area as a pilot scheme and to engage with the remaining 11 district councils in Lancashire with a view to agreeing similar approval of the Street Charter.

**Recommendation**

Cabinet is asked to approve that the Lancashire Street Charter is used as an advice document to inform public realm work in Preston City as a pilot scheme and to engage with the other District Councils and seek to agree similar approval of the Street Charter.

**Background and Advice**

Lancashire County Council hosts the meeting of the Lancashire Visually Impaired Forum which meets every 2 months. At its meeting in January 2019 the forum discussed the Royal National Institute of Blind People's Inclusive Journeys campaign

which included the Street Charter Toolkit which can be seen on the Royal National Institute of Blind People's website here <https://www.rnib.org.uk/campaigning/priority-campaigns/inclusive-journeys>. The forum asked if a Street Charter for Lancashire could be developed. Officers looked at the information included in the toolkit and also considered the Street Charter document that had been adopted in Newcastle and also in a number of Scottish Authorities.

The issues identified in the toolkit are common issues and the highway issues covered by existing highway policies of the county council. Some of the issues are the responsibility of district councils, such as development control and taxi licensing, and as a consequence it was suggested that a pilot be taken forward working with Preston City Council.

A Task and Finish Group set up by the forum to consider the issues and make suggestion for the document. Following the first meeting of the Task and Finish Group, a draft document was prepared and circulated to the group prior to a second meeting to discuss and agree the draft document. Following that meeting the document was shared with the Head of Service for Highways and the Director of Highways and Transport prior to briefing the Deputy Leader and Cabinet Member for Highways and Transport. The draft document was agreed and officers were asked to share it with Preston City Council and seek their input. This was done and the document was amended to take into account the feedback from Preston City Council. Preston City Council has had a further recent opportunity to input into the document

The draft document at Appendix 'A' has been formatted and prepared for publication by the county council's communications team and approval of the document by the Cabinet as an advice document to inform public realm work is now sought.

It is planned for the other 11 Lancashire district councils to be consulted with a view to using the street charter in each of those districts.

Posters such as those at Appendix 'B' will follow from the advice document being approved.

## **Consultations**

The document has been developed in partnership with the Lancashire Visually Impaired Forum and Preston City Council has been consulted.

## **Implications:**

This item has the following implications, as indicated:

## **Risk management**

The Street Charter is a document that draws on existing policies and procedures which remain unchanged. There are no extra risk implications as a consequence of adopting this document save that the issues will be more high profile and challenges

more likely and careful consideration of any works which appear to not follow the Charter will need to be given.

### **Financial**

There are no financial implications arising out of this report.

### **List of Background Papers**

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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N/A		
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# Lancashire Street Charter -Preston City

# Foreword



Disabled people face barriers getting around the towns and cities of Lancashire. Even in familiar places, getting from one place to another can be a bit like navigating an obstacle course if you are a disabled person.

While some things can be difficult to change, other obstacles can be removed by all of us thinking about what we do, where we park our cars, how we ride our bicycles and if we really need to leave our bin in the street.

Lancashire County Council, working with our district council colleagues and our communities, wants to help create an inclusive environment where everyone feels safe, secure and able to participate more fully in life.



The County Council is committed to working with disabled people and others to make our towns and cities more accessible to all.

I am delighted that together, working with disabled people, I can set out the aim to ensure the council works towards making our towns and cities accessible.

The first step is to deliver the Lancashire Street Charter and I hope that residents and visitors will feel they receive a warm and friendly welcome here in Lancashire.

**County Councillor Keith Iddon**  
**Deputy Leader of**  
**Lancashire County Council**





# Introduction

The Lancashire Street Charter was initiated and led by blind and partially sighted people through the Lancashire VI Forum, a group of blind, partially sighted and local sight loss organisations. It has been developed in consultation and with the support of disabled people and other groups and organisations in the city.

These include:

- RNIB
- Lancashire VI Forum
- Guide Dogs for the Blind

Our Street Charter is divided into sections that highlight the main issues disabled people face when negotiating the built environment. It aims to remove or reduce the barriers that disabled people and others with mobility issues face in our city and sets out actions and commitments that everyone involved will abide by.

# Engagement

The Public Sector Equality Duty places responsibilities on public sector organisations to involve disabled people and other groups when considering;

- New developments that need planning permission.
- Changes to the built environment such as town centre improvements and changes to highway layouts.
- The design and implementation of most street furniture.

## **We will:**

- Make every effort to include groups that represent disabled people blind and partially sighted people in these consultations and on the city's disability access forum, as people with sight loss face unique barriers in the built environment.
- Produce information in a format that is accessible to all.



# Reporting Systems

The county council provides accessible reporting systems so that disabled people can report issues that affect them. Issues such as temporary street obstructions, obstructive parking, overgrown vegetation and faulty crossings can be reported.

We acknowledge that online reporting systems cannot be accessed by everyone so we provide alternative methods to report issues including face to face and telephone.

# Public Realm and Highway Developments

The county council wants to make the street safer for everyone who uses them. It is recognised that areas where vehicles and pedestrians are in close proximity can be difficult to navigate for some and the removal of controlled crossings can have a serious impact.

Lancashire County Council will work with disabled people when designing new public realm projects and major highway schemes to mitigate the impact on disabled people.

## **We will:**

- Ensure blind, partially sighted and disabled groups are consulted on any significant schemes affecting the public realm in Preston City.
- Work with the City Council when we are consulted on development proposals to try to ensure that developments are more safe for disabled people.

Shared spaces can cause difficulties for disabled people and blind and visually impaired people find it difficult to navigate their way through such space.

We will not develop any new shared space schemes until such time as new Department for Transport guidance is issued when this position will be reviewed.



## Advertising Boards

Advertising boards ('A' boards) and display stands outside premises can reduce the pavement width and can also present a trip hazard, particularly for those with mobility issues or impaired vision.

They may find it difficult to navigate the towns and cities of the county during the course of their daily lives and the presence of 'A' boards and display stands make it more difficult for them.

## Street and Café Furniture

Street and café furniture such as tables and chairs, barriers, hanging baskets, bollards and lamp posts can be practical and desirable but if they are overused or poorly managed or allowed to expand outside their agreed areas, they can make it difficult for disabled people moving around our towns and cities. The county council also has a responsibility to protect users of the public realm from terrorism and this will mean additional street furniture to protect those spaces.

### **We will:**

- Raise awareness of the issues when considering our responses relating to 'A' boards, advertising structures, amenity planting and street furniture; and
- working with the City Council we will use the licensing process to try to make sure all licensed café furniture, such as tables and chairs, is adequately guarded and less likely to cause a hazard.





# Bins

## **Litterbins**

The City Council will install, maintain and empty litterbins on the highway. The City Council will determine litterbin location, design, capacity and emptying frequency based on site requirements.

## **Wheeled bins on the highway**

Wheeled bins can create an obstacle to all users and should be kept off the highway where practical and where relevant agreements are not in place. However, some businesses may not have the space to store wheeled bins off the highway and there may be requirements from Environmental Health to not store waste in the building. The city council will continue to work with businesses to ensure that the highway is not obstructed and enforcement action may be taken where appropriate.

# Crossings

Lancashire County Council will look at how we can help improve pedestrian safety when crossing our roads. We recognise that those who are blind or visually impaired may have particular issues and experience difficulties when using controlled, uncontrolled and courtesy crossings across carriageways.

Ensuring our crossings are well maintained fit for purpose helps all members of our communities maintain their independence.

## **We will:**

- Ensure so far as practicable that crossings are correctly installed, monitored and maintained in line with national guidance regarding rotating cones, audible crossings and tactile paving; and
- consult with disabled groups before introducing these new crossings and when major upgrade works are planned.



# Overhanging Vegetation

Overhanging trees, hedges and shrubs can cause problems for pedestrians, particularly for blind and visually impaired people as they cannot be detected by canes or guide dogs and can cause injury to people who may walk into them.

## **We will:**

- Use powers under the Highways Act where appropriate to take required action by the owners of overhanging hedges or shrubs or occupiers of the land to try to ensure the passage of pedestrians is not endangered or obstructed.



# Temporary Obstructions

Temporary items such as skips, scaffolding, construction materials, pedestrian barriers and road works are unavoidable but cause difficulties for road users. The county council's Highway Regulation team manage the permit process that allows such items to be placed in the highway.

## **We will:**

- Ensure that the appropriate permits or licences are managed in accordance with legislation and that the applicants meet the requirements of their permit or licence.
- Ensure that contractors working on the highway are working in accordance with their permit and that the signing and guarding of their works is adequate; and
- where a footway cannot be kept clear then a clearly defined alternative route for pedestrians will be provided if possible.



# Parking

Vehicles parking on the pavement, across dropped kerbs and at crossing points cause obstructions for pedestrians. This includes disabled, visually impaired and blind people, those using wheelchairs and mobility scooters, and prams and pushchairs.

Parking in such a way can force pedestrians to walk in the carriageway and puts them at risk of colliding with a moving vehicle.

School parking presents a number of problems affecting the safety of pedestrians outside schools, particularly for young children and the disabled.

## **We will:**

- Use powers under highway legislation to act against obstructive parking where we can.
- Work with the Police, elected members and community groups to address issues where obstructive parking is an issue.
- Undertake random parking enforcement outside schools to encourage drivers to park appropriately and safely; and
- work with schools to raise awareness of inconsiderate parking and the problems it creates.







# Taxis & Assistance Dogs

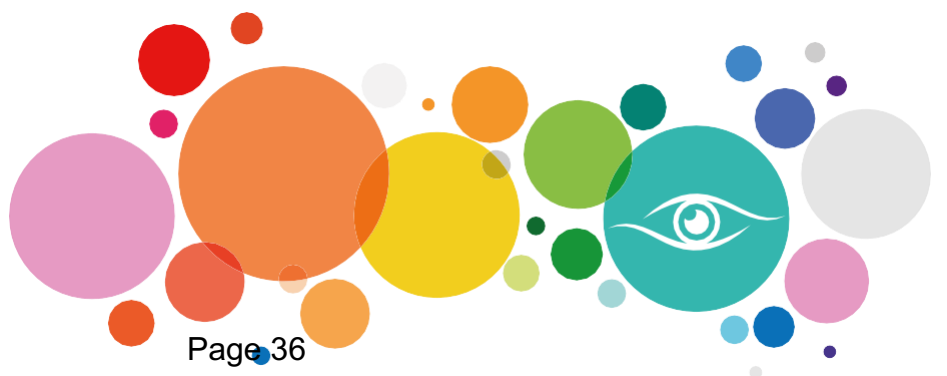
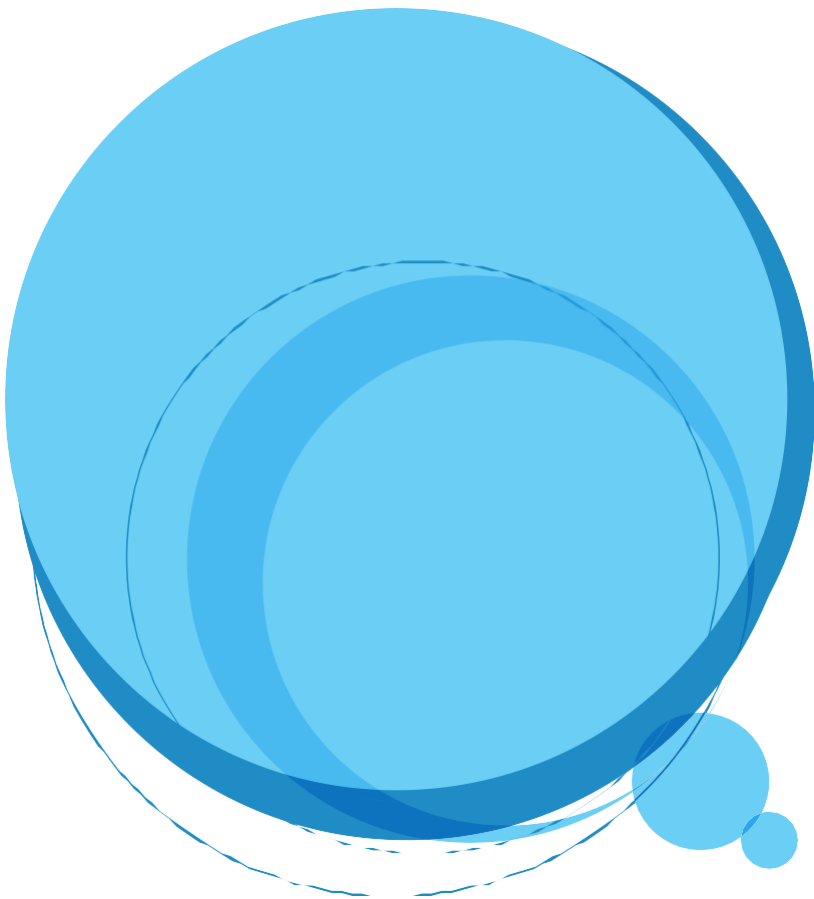
Some disabled people need the aid of an assistance dog to maintain a level of independence and when they are out and about they may need to use a taxi or private hire vehicle.

The driver of a taxi or private hire vehicle cannot legally refuse to carry an assistance dog unless they have a medical exemption. It is also illegal to charge a passenger more if they are travelling with an assistance dog.

## **We will:**

- Take a zero tolerance approach on refusals to carry assistance dogs.
- Where a refusal is reported then it will be investigated and appropriate action taken.
- Carry out random checks with owners of assistance dogs.
- Only issue medical exemptions where it is supported by appropriate medical evidence; and
- exemption certificates will be provided in tactile and large print format.







## Lancashire Street Charter



# Parking Advice



**Your vehicle is obstructing the pavement and causing problems for pedestrians.**

**It is also a hazard for those with disabilities, parents with buggies, children and the elderly.**

## Show you care and park elsewhere



## Parking Advice



**It is an offence to drive on to a pavement and an offence to cause obstruction to other road users, including pedestrians. Enforcement action may be taken against vehicles causing an obstruction. Drivers are asked to have regard to pedestrians when parking their vehicle.**

## Show you care and park elsewhere

**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Executive Director of Education and Children's Services****Part I**

Electoral Divisions affected:  
(All Divisions)

**Developing the Approach and Provision for Children and Young People with Special Educational Needs and Disabilities**

(Appendices 'A' to 'D' refer)

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**Executive Summary**

This report sets out the results of the initial work completed to progress specific projects that are part of the SEND Sufficiency Strategy approved by Cabinet on 16 January 2020.

These projects relate to the development of special educational needs units attached to mainstream schools, and the development of more special school places through the relocation and expansion of Broadfield Specialist School and the expansion of Sir Tom Finney Community High School.

These projects will enable the Council to fulfil its responsibilities for ensuring the sufficiency of provision for children and young people with special educational needs and disabilities over the next five years.

Other capital projects relating to The Haven site and Stepping Stones Short Stay School that were part of the SEND Sufficiency Strategy are not included within this report. These projects are being considered as part of the Alternative Provision Strategy report which can be found elsewhere on the Cabinet agenda.

In addition, a proposal to streamline the approach for seeking Cabinet approval for prescribed alterations for schools has been included in this report.

This is deemed to be a Key Decision and the provisions of Standing Order C19 have been complied with.

**Recommendation**

Cabinet is asked to:

- (i) Approve the SEND Sufficiency Strategy, further to consideration of the responses that have been provided during the period of consultation.

- |       |   |
|-------|---|
| (ii)  | Subject to (i) above consider the results of informal non-statutory consultations and feasibility design work for the six capital projects identified in (iii) and (iv) below.  |
| (iii) | Subject to (i) above approve the publication of statutory proposals for four special educational needs units to be attached to mainstream primary schools and the implementation of a four week representation (formal consultation) period for each of these projects.   |
| (iv)  | Subject to (i) above approve the publication of statutory proposals for the expansion and relocation of Broadfield Specialist School and the expansion of Sir Tom Finney Community High School, and the implementation of a four week representation (formal consultation) period for both of these proposals.  |
| (v)   | Subject to (i) above approve another round of expressions of interest from mainstream schools, to develop more on-site special educational needs units for children and young people with social, emotional and mental health needs or autism spectrum disorders.   |
| (vi)  | Approve the streamlined approach for seeking Cabinet approval for prescribed alterations to schools.  |
| (vii) | Subject to (vi) above, authorise the Executive Director for Education and Children's Services, in consultation with the Cabinet Member for Children, Young People and Schools, to approve an interim stage within the process of making a prescribed alteration to schools. Approval to initiate the process for making prescribed alterations and for making the final decision about whether the prescribed alteration is made would remain with Cabinet. |

## **Background and Advice**

This report updates on the actions that have been taken to support the implementation of the SEND Sufficiency Strategy that was presented to Cabinet in January 2020, and is set out at Appendix 'A', and seeks approval for statutory notices to be published for the capital expansion of Sir Tom Finney School, the relocation of Broadfield Specialist School and the creation of four special educational needs units attached to mainstream primary schools.

The SEND Sufficiency Strategy was developed in response to the increase in demand for specialist provision in particular localities and for particular needs within the context of increased and unsustainable pressure on the High Needs Block funding within the Dedicated Schools Grant. The strategy sets out how the council will meet current demand, in parallel to driving down future demand through change in practice, in order to enable more children and young people to remain in mainstream provision.

The SEND Sufficiency Strategy was subject to wider consultation between 6 July and 18 September 2020, in line with the requirements of the Special Educational Needs and Disability Code of Practice: 0 to 25 years statutory guidance. There were 232

responses to the online survey; 65% of whom were in agreement with the proposed strategy, 10% neither agreed nor disagreed with the strategy and the remaining 25% were not in agreement with the strategy. Overall respondents were of the view that more special school places were required and that special educational needs units attached to mainstream would offer advantages for many pupils. Those who disagreed with the proposed strategy expressed concerns about the availability of specialist knowledge and skills to support pupils within special education needs units. Others raised concerns about the shortfall in specialist provision for pupils with particular types of needs, such as autism, mental health needs and/or those considered to be academically able. Concerns were also raised about gaps in provision in different locations across the county. It should be noted the number of responses that made reference to any of these concerns were very limited in number.

Some respondents to the Send Sufficiency Strategy focused on wider issues such as the need to support mainstream schools to meet need more effectively. Some responses identified a requirement for the support from the local authority to be more needs led and less process driven. Both of these issues underpin the principles of the SEND Sufficiency Strategy and its wider ambition to promote an inclusive approach to education across the county. It is anticipated this will be achieved through the implementation of the SEND Sufficiency Strategy, through remodelling the Inclusion Service and balancing the need to provide support and challenge to mainstream education providers so that children and young people who will benefit from mainstream provision are supported to remain there. A summary of the feedback provided during this consultation is provided in Appendix 'B' and the equality analysis for the proposed SEND Sufficiency Strategy is attached as Appendix 'C'.

This report is divided into four sections, which are as follows:

- a) An updated overview of the demand for and availability of placements for children and young people with special educational needs in Lancashire.
- b) An update on the six capital projects currently underway as part of the implementation of the SEND Sufficiency Strategy. This includes: four special educational needs units to be attached to mainstream primary schools; the expansion and relocation of Broadfield Specialist School and the expansion of Sir Tom Finney Community High School.
- c) The outcomes of initial non-statutory consultations that have been undertaken for the six capital projects identified in b) above and a recommendation to approve the publication of statutory proposals and implement the statutory processes required for each of these prescribed alterations.
- d) A modified approach to seeking Cabinet approval for decisions relating to prescribed alterations to schools.

### **Special educational needs in Lancashire**

In January 2019, 3.1% of children and young people in Lancashire had education, health and care plans. This was consistent with the national figure. In January 2020, this figure rose to 3.4% in Lancashire, whereas nationally 3.3% pupils have education, health and care plans. The 0.1% difference equates to 214 children and young people in Lancashire.

A breakdown by primary special educational needs for all pupils with education, health and care plans is provided in the table below. The data included in this table relates to the January 2020 census that was published in July, and which permits comparison with the national data set.

<b>Primary special educational need</b>	<b>Percentage of education, health and care plan population</b>	
	<b>England</b>	<b>Lancashire</b>
Autism spectrum disorder	30.1	28.7
Learning difficulties	29.1	29.9
Sensory and physical difficulties	8.6	10.9
Social, emotional and mental health needs	14.2	15.7
Speech, language and communication needs	15.5	13.0
Other	2.6	1.8

Learning difficulties in this table comprises, moderate, severe, profound and multiple and specific learning difficulties, none of which individually make up more than 12% of the education, health and care plan population, either nationally or in Lancashire. This means the most prevalent types of special educational need in Lancashire are autism spectrum disorder and social, emotional and mental health needs. This differs slightly from the national picture although there are fewer than 3 percentage points between each type of need comparatively between the national and local figures. These figures are broadly consistent with those of previous years.

Lancashire educates a greater proportion of children and young people with education, health and care plans in special schools in comparison with England. A summary of educational placement in Lancashire and in England is provided in the table below.

<b>Type of education placement</b>	<b>Percentage of pupils with education, health and care plans attending</b>	
	<b>England</b>	<b>Lancashire</b>
Mainstream	33.3%	29.8%
Special educational needs unit/resourced provision	4.6%	0.1%
State funded special school	32.1%	42.8%
Independent and non-maintained special school	5.0%	6.7%

Post 16 provision	15.0%	12.9%
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The data presented above indicates that over 10% more pupils are educated in state funded special schools in Lancashire than in England overall. The percentage of pupils educated in mainstream schools and in special educational needs units or resourced provision is much lower in Lancashire than nationally. To match the national average, more than 300 additional places would be required in special educational needs units in Lancashire. The lack of provision in special educational needs units attached to mainstream schools is likely to account for some of the increased demand for special school places.

Further demand for special school places may result from the increased proportion of pupils with education, health and care plans reported above, if almost half of these additional pupils attend special school, reflecting the current pattern in Lancashire. The Sufficiency Strategy identified that the demand for more specialist provision is evident for children and young people with existing education, health and care plans in the following areas:

- Lancaster and Morecambe
- Fleetwood and Lytham St Annes
- Accrington and Burnley
- Colne and Nelson
- Preston and Leyland
- Ormskirk and Skelmersdale.

### **Special educational needs units attached to mainstream schools**

The lack of special educational needs units on mainstream school sites was addressed in the SEND Sufficiency Strategy with a recommendation to create 12 special educational needs units attached to mainstream primary schools and a further 12 units attached to mainstream secondary schools, creating an additional 288 special educational needs units places.

The recommendation was that the age range and type of special educational need in each locality identified with increased demand would be the same. Two units in each of the six locations identified above would be attached to mainstream primary schools, one of which would be for children with autism spectrum disorders and the other for children presenting with social, emotional and mental health needs. Two of the units would be attached to mainstream secondary schools within the six areas identified above one catering for young people presenting with autism spectrum disorders and the other for young people presenting with social, emotional and mental health needs.

Between 7 February and 20 March 2020, all state funded mainstream schools in Lancashire were invited to put forward an expression of interest to create a special educational needs unit. All applications were considered against a set of pre-determined criteria. Schools were asked to give consideration to the following:

- Location;
- Track record of supporting pupils with special educational needs;

- Accommodation available within the school including the cost of and time required for converting any existing space;
- Knowledge and experience of special educational needs within the leadership team;
- Links with other specialist providers;
- Governors' support.

Seven applications to create special educational needs units attached to mainstream primary schools in the areas identified above were successful. No applications were received from mainstream secondary schools by the 20 March deadline.

A decision was made by the headteachers of three of the primary schools to delay the progression of their application to create a special educational need unit due to arrangements for the wider opening of schools being implemented, following the coronavirus outbreak.

More specific information about each of the special educational needs units being proposed for the four primary schools is provided in the table below.

<b>School name</b>	<b>Location</b>	<b>Age range</b>	<b>Type of special educational need</b>	<b>Number of pupils</b>
Barrowford Primary School	Colne and Nelson	4 to 11 years	Social, emotional and mental health	8 to 16
Lytham Church of England Primary School	Fleetwood/ Lytham St Annes	4 to 11 years	Autism spectrum disorder/speech, language and communication	8 to 10
St Leonard's VA Church of England Primary School	Accrington and Burnley	4 to 11 years	Autism spectrum disorder/speech, language and communication	8 to 16
Weeton Primary School.	Fleetwood/ Lytham St Annes	4 to 11 years	Social, emotional and mental health	8 to 16

### **Expansion of maintained special school provision**

Although the data indicates there are more special school places in Lancashire than there is nationally, current estimates indicate there is likely to be an increase in the secondary school age population over the next five years. There has also been a year on year increase in demand for special school places both nationally and in Lancashire.

The proposal within the SEND Sufficiency Strategy to increase the number of special school places relates to address the growth in demand, triggered by secondary age



population growth, and reflects the national growth in demand for pupils with education, health and care plans by 2024.

Increasing the number of maintained special school places will reduce the demand for more expensive independent and non-maintained special school places as the majority of maintained special schools in Lancashire are over-subscribed. This in turn will alleviate the pressure on High Needs Block funding.

Broadfield Specialist School and Sir Tom Finney Community High School are both special schools for secondary aged pupils between the ages of 11 and 19 with generic learning difficulties that includes: severe learning difficulties, profound and multiple learning difficulties and autism spectrum disorders.

Broadfield Specialist School is currently situated in Oswaldtwistle. The proposal is to move this school to the Hameldon Community College site in Burnley. This will create an additional 60 special school places in a new building that will be adapted specifically to meet the special educational needs of the pupils who attend the school.

The new building will provide more space for equipment, and for pupils to be able to move independently and have access to a range of different facilities which pupils currently have to travel to other sites to use. These include a sports hall and outdoor sports areas, dining halls, properly equipped science laboratories, music, dance and recording studios.

The proposal for Sir Tom Finney Community High School is to open up the upper floor of the building that is currently unoccupied. This will result in the creation of an additional 100 special school places in Preston and improved facilities for pupils attending the school.

### **Informal consultation process**

All of the six capital projects identified above are subject to the statutory process required for making prescribed alterations to schools.

The statutory process for making prescribed alterations to schools has four stages:

Stage	Description	Timescale	Comments
Stage 1	Publication (statutory proposal/notice)		
Stage 2	Representation (formal consultation)	Must be 4 weeks	As set out in the 'Prescribed Alterations' regulations
Stage 3	Decision	LA should decide a proposal within 2 months otherwise it will fall to the	Any appeal to the adjudicator must be made within 4 weeks of the decision

		Schools Adjudicator	
Stage 4	Implementation	No prescribed timescale	It must be as specified in the published statutory notice, subject to any modifications agreed by the decision-maker

Although the 'pre-publication' consultation period is no longer a statutory requirement for prescribed alterations to schools there is an expectation that schools and local authorities will consult interested parties in developing a proposal prior to publication, to take into account all relevant considerations. The informal consultations described in this report for the six capital projects are non-statutory 'pre-publication' consultations.

Informal consultation was undertaken between 10 July and 18 September 2020 for the following projects:

- the creation of a special educational needs unit attached to Barrowford Primary School;
- the creation of a special educational needs unit attached to Lytham Church of England Primary School;
- the creation of a special educational needs unit attached to St Leonard's Voluntary Aided Church of England Primary School;
- the creation of a special educational needs unit attached to Weeton Primary School;
- the expansion and relocation of Broadfield Specialist School from its current location to the Hameldon Community College site in Burnley to create 60 more special school places;
- the expansion of Sir Tom Finney Community High School to create 100 more special school places.

The informal consultations for each of the schools comprised:

- an online survey via the Lancashire County Council 'Have your say' website that was made available to the parents of children attending, the staff and governing body of the school concerned as well as another interested parties;
- access on request to a paper copy of the information provided in the online survey;
- a meeting at the school for parents, staff, the governing body and other interested parties to consider the special educational needs unit proposal, these were carried out in face-to-face meetings and via virtual media platforms.

### **Results of informal consultations**

79% of respondents to the consultations for Broadfield Specialist School and 85% of respondents for Sir Tom Finney Community High School were in favour of the proposals for these schools. The main reasons given for these were the improved facilities and space that would be available as a result of the expansion and relocation of Broadfield Specialist School and the expansion of Sir Tom Finney Community High School. Respondents objecting to these proposals referred to the impact on individual pupils, for example the difficulties with undertaking a transition to another site or whether increasing the size of the school would have an adverse

effect. It should be noted there were only 14 respondents to the consultation for Sir Tom Finney Community High School.

At least 70% respondents were in favour of the proposals to create special educational needs units at Barrowford Primary School, Lytham Church of England Primary School and St Leonard's Voluntary Aided Church of England Primary School. The majority of respondents to each of these consultations had children already attending the schools and most of these did not have special needs and so are unlikely to benefit directly.

53% of respondents to the consultation for Weeton Primary School were in favour of the proposal to create a special educational needs unit at this school. 16% indicated they were unable to say whether they agreed or disagreed with the proposal. The comments provided indicated that more people were in favour of the proposal and some indicated that more information was likely to be helpful. Most of the concerns raised related to the potential impact of the children attending the unit might have on other pupils without social, emotional and mental health needs.

Weeton Primary School is situated in Weeton Barracks and therefore many of the pupils are the children of military personnel. In total there are 127 pupils on roll at the school, 45 of whom will leave the school by the end of October and approximately 85 will join the school before the end of this term as a result of changes to military postings. It will be possible to address the concerns raised by respondents before and during the period of formal consultation and therefore approval is being sought to publish the statutory notice in advance of the formal consultation period for all four primary schools.

A more in-depth summary of the results of the consultation feedback from all six schools is provided in Appendix 'B'. Equality analyses will be completed for all six projects at the end of the formal consultation period, subject to cabinet approval.

### **Proposed changes to the approach for seeking Cabinet approval for school place planning processes**

Prescribed alterations or significant changes to maintained and special schools are subject to the Department for Education statutory guidance for proposers and decision-makers October 2018. Changes to schools that fall within this statutory guidance include:

- enlargement of premises;
- expansion onto an additional or transfer to a new site or closing an additional site;
- changes to the published admissions number where enlargement has not taken place or number of pupils in a special school;
- changes of age range;
- adding a sixth form;
- changes of category for example making a change to the religious character of the school from voluntary controlled to voluntary aided or adding or removing a foundation;
- changes from a single sex school to co-educational and vice versa;

- establishing removing or altering special educational needs provision within a mainstream school;
- changes to the type of need catered for by a special school;
- changes to boarding provision;
- removal of selective admission arrangements at a grammar school;
- Amalgamations.

The current approach requires Cabinet approval on three separate occasions when seeking to make a prescribed alteration to a school.

<b>Process</b>	<b>Cabinet recommendation</b>
<b>Cabinet Report 1</b> – Inform of proposal to make a prescribed alteration to a school	<ul style="list-style-type: none"> <li>• Agree that a period of informal consultation be undertaken</li> </ul>
Informal consultation on the proposals to make a prescribed alteration to a school (non-statutory stage)	4 weeks
<b>Cabinet Report 2</b> - Inform on the responses to the consultation and seek permission to publish notices	<ul style="list-style-type: none"> <li>• Note the consultation arrangements and responses that were received</li> <li>• Agree to publish a statutory notice</li> </ul>
Publish statutory notices	
Representation period	4 weeks
<b>Cabinet report 3</b> - Decision which must be made within 2 months of the end of the representation period	<ul style="list-style-type: none"> <li>• Consider the information in the report</li> <li>• Approve the proposal to make a prescribed alteration</li> <li>• Approve that a statutory decision letter be sent out</li> </ul>
Implementation	

The proposal is to reduce the number of occasions Cabinet approval is required by omitting the second cabinet report. It is proposed that the review of the responses to informal non-statutory consultations and the decision to publish a statutory proposal and proceed with the formal consultation period would be delegated to the Executive Director for Education and Children's Services, in consultation with the Cabinet Member for Children, Young People and Schools. By exception, the decision could be made to seek Cabinet approval where a proposal was contentious, and where the results of the informal non-statutory consultation indicated the proposal required amending substantially.

The stages relating to the first and third cabinet reports would not change.

### **Equal opportunities**

In making any changes to provision, the local authority must comply with the Public Sector Equality Duty which requires 'due regard' to the need to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- advance equality of opportunity between people who share a relevant protected characteristic and people who do not share it; and
- foster good relations between people who share a relevant protected characteristic and people who do not share it.

## **Risk management**

The county council and partners across education, health and care are required to work together to plan for and meet the needs of children and young people who have special educational needs and disabilities, in line with the Special Educational Needs and Disabilities Code of Practice 2014.

## **Financial Implications**

High needs funding within the Dedicated Schools Grant supports provision for children and young people with special educational needs and disabilities. This funding enables local authorities and education providers to meet their statutory duties under the Children and Families Act 2014.

The escalating pressures on the high needs block are not unique to Lancashire. The special educational needs reforms introduced in 2014, placed new statutory duties on all Local Authorities, which included an extension in the age range from birth to twenty-five years, previously this was up to the school leaving age of sixteen for the majority of young people.

Nationally the average spend on high needs has increased, and high needs block allocations fall short of existing levels of expenditure and, despite increased funding and the use of Dedicated Schools Grant reserves to support the high needs block, a net deficit continues.

The Local Government Association and Isos Partnership recently published a joint piece of research reviewing the funding for children and young people with special educational needs and disabilities. This was a detailed research project drawing on large numbers of local authority databases and with which Lancashire County Council was involved. One of the key findings of this research was that: "If the system were to continue as now, and we project forward the current reported level of deficit, we estimate that there could be a national deficit on high needs spending between £1.2 billion and £1.6 billion by 2021."

The council has undertaken its own preliminary financial forecast. The initial findings indicate a potential shortfall of circa £42 million by 2023/24, within a possible range of £30 million to £50 million. This forecast takes into account national and local trends and assumes no additional funding will be made available from the government, or through the transfer of funds from the schools' block.

85% of expenditure is on places and top-ups which are committed to individual children/placements and it will be necessary to maintain the majority of these over

time, and at the very least, until the child or young person reaches the end of a particular phase of their education.

Lancashire's allocation of the Special Provision Capital Funding provided by the government is £3.5 million. The purpose of this funding is to help local authorities ensure there are sufficient good school places for all pupils, including those with special educational needs and disabilities. This funding can be used to establish new school places.

An additional £6.5 million has been allocated from the basic needs grant for Lancashire to provide sufficient pupil places for children and young people with special educational needs and disabilities.

The financial implications of the proposal are set out at Appendix 'D' and are deemed to be Part II for the reason set out below:

This section of the report contains information relating to the financial or business affairs of any particular person (including the authority holding that information).

## **Procurement**

The selection of contractors to undertake the capital works will be carried out in full compliance with the Public Contract Regulations 2015, either through the use of an established framework such as the rotational list for building works, the Partnering Framework, or through undertaking a compliant procurement exercise where appropriate.

## **Equality and Cohesion**

This proposal impacts on both the age (young people) and disability protected characteristics of the Equality Act 2010, and is designed to contribute positively to the Public Sector Equality Duty's general aim of advancing equality of opportunity and its related aim of increasing participation in public life for these children and young people, their families and carers. The information contained within the report indicates that there are fewer children and young people educated in mainstream schools in Lancashire than nationally. There are also more children educated in specialist provision and secondary alternative provision than nationally.

The lack of access to supported provision in mainstream schools and to local specialist provision of particular designations and for those with the most complex needs is resulting in some children and young people travelling to schools outside their community.

## **List of Background Papers**

Paper	Date	Contact/Tel
None		

Reason for inclusion in Part II, if appropriate

Appendix 'D' is not for publication - Exempt information as defined in Paragraph 3 of Part 1 of Schedule 12A to the Local Government Act 1972. The report contains information relating to the financial or business affairs of any particular person (including the authority holding that information). It is considered that in all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.





## Special Educational Needs and Disability Sufficiency Strategy 2019 - 2024

### Vision

The special educational needs and disability (SEND) sufficiency strategy contributes to the vision, outcomes and priorities for children and families in Lancashire agreed by the Children and Families Partnership Board by seeking to ensure that:

*Children and young people achieve their full potential in education, learning and future employment*

This will be achieved by:

*Providing children and young people with a good quality education and learning opportunity which matches their talents, ambitions and aims and enables a positive transition to adulthood.*

### Key principles

The SEND reforms in 2014 prioritised inclusive practice and children and young people's right to participate in mainstream education within their local community.

The Special Educational Needs and Disability Code of Practice: 0 to 25 years set out a series of principles designed to support:

- the participation of children, their parents and young people in decision- making
- the early identification of children and young people's needs and early intervention to support them
- greater choice and control for young people and parents over support
- collaboration between education, health and social care services to provide support
- high quality provision to meet the needs of children and young people with SEN
- a focus on inclusive practice and removing barriers to learning
- successful preparation for adulthood, including independent living and employment

## Key challenges

Between 2014 and 2019 the number of children and young people with education, health and care plans (EHCP) has risen by 47% nationally.

In the same period the number of children and young people educated in special schools and specialist colleges has risen by 29%.

Nationally, the average spend on high needs has increased and high needs block allocations fall short of existing levels of expenditure.

In Lancashire 85% of the high needs block expenditure is on special school places and top-up funding for children and young people with EHCPs. This will vary slightly from local authority to local authority but is not outside the normal range.

Despite increasing budgets this year and a significant transfer from the school block to the high needs block last year the net deficit is still expected to rise both locally and nationally over the next 3-4 years.

Lancashire has undertaken its own preliminary financial forecast. This forecast was based on the trend over time for places, as a result of this it was estimated that there would be a potential shortfall of about £42 million by 2023/24, within a possible range of £30 to £50 million. With the increase in high needs funding in Lancashire for the 2020/21 financial year this estimate is now being re-evaluated downwards.

## Strategic priorities

The priorities for ensuring sufficiency of SEND provision in Lancashire over the next five years are based upon the principles and challenges identified above and build upon the framework agreed by the council's cabinet in August 2019. These are as follows:

1. To improve outcomes for children and young people with special educational needs and disability (SEND).
2. To ensure that all children and young people with SEND have access to the right provision at the right time.
3. To ensure that all pupils with EHCPs have access to mainstream education within their local community wherever possible by enhancing this provision.
4. To reduce the amount of travel time for pupils as far as possible.
5. To develop a consistent offer, which provides choice and ensures equity of access.
6. To ensure sufficiency of provision that will accommodate predicted increase in population growth and changing needs.
7. To ensure the efficient use of resources by maximising the capacity of good and outstanding local specialist provision and reviewing underutilised provision to address the unsustainable budget pressures within high needs funding.
8. To working collaboratively with neighbouring councils to seek to maximise efficient use of resources where possible.

*Local authorities are required to keep their educational and training provision under review. This includes the sufficiency of that provision.*

## Local context - numbers

- **3.1%** children and young people in Lancashire have EHCPs, the same percentage as in England.
- **45%** of children and young people with EHCPs in Lancashire have either an autism spectrum disorder (ASD) or social, emotional and mental health (SEMH) needs.
- **49%** of children and young people with EHCPs attend a special school or specialist college in Lancashire, this is **9%** higher than nationally and means that **600** more children and young people in Lancashire attend a special school or specialist college.
- **324** fewer children and young people in Lancashire attend SEN units<sup>1</sup> compared with England.
- **642** places are commissioned in addition to those available within state-funded special schools. These include **269** placements in state-funded special schools over their available capacity and **373** within the independent and non-maintained sector.
- **85%** of places commissioned within independent and non-maintained special schools are for children and young people with SEMH needs and those identified as having ASD.
- **£17m** is the cost of independent and non-maintained special school placements for children and young people with SEMH needs and ASD.

## Local context - places

The greatest demand in special school places for children and young people with SEND across the county is in the following areas at both primary and secondary level:

East	North	South
Accrington/Burnley	Fleetwood/Lytham	Ormskirk/Skelmersdale
Colne/Nelson	Lancaster	Preston Leyland
	Morecambe	

### Primary

There is a shortage of primary special school places in the north area and particularly for children with SEMH needs.

A summary of the current number and the additional number of primary special school places for children with SEMH needs is provided in the table below.

Category of SEND need	East		North		South	
	Current places	Additional places	Current places	Additional places	Current places	Additional places
SEMH	64	6	0	46	86	0

<sup>1</sup> SEN unit is a special provision within a mainstream school where the children and young people are taught mainly within separate classes although they can be supported in mainstream for some lessons.

Learning difficulties/ASD	424	0	206		304	18
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## Secondary

There is a forecast shortage of at least 213 secondary special school places across the county over the next five years. The establishment of additional special school places will reduce reliance on independent and non-maintained special school places.

Most of this shortfall will be in the east and south areas for children and young people with learning difficulties and ASD.

Additional places will be needed for children and young people with SEMH needs in all three areas, but particularly in the east and north.

The table below provides a summary of the number of current and additional special school places needed for children and young people with learning difficulties/ASD and SEMH needs.

Category of SEND need	East		North		South	
	Current places	Additional places	Current places	Additional places	Current places	Additional places
SEMH	68	0	120	30	101	14
Learning difficulties/ASD	532	60	373	0	518	88

## Local context - funding

Two sources of additional funding have been made available to ensure sufficiency of SEND provision. This money will be used to create additional special school places across Lancashire. These are:

- Lancashire's allocation of the government's Special Provision Capital Funding of £3.5 million.
- £6.5 million that has been allocated from the basic needs grant in Lancashire.

## Short-term action

1. Establish 14 additional special school places in two secondary special schools in the south for young people with SEMH needs.
2. Review the decision making processes and systems in relation to the placement of children and young people with special educational needs.
3. Embed the SEND Review approach to support peer led improvement in inclusive practice in partnership with schools.
4. Develop flexible approaches which support integrated pathways across mainstream, alternative and specialist provision, to improve transition between placements and into adult services for children and young people with SEND.

## Medium term action

1. Continue the programme of workforce development in partnership with schools, to build on the self-evaluation tool and SEND Toolkit developed as part of the SEND improvement work.
2. Undertake more preventative and early intervention work through the proposed schools' locality networks, bringing education and children's services teams together to support inclusion of children and young people within local mainstream schools.
3. Establish 144 places in 12 SEN units attached to mainstream primary schools to support earlier intervention and enable children to attend their local school. These will be located in: Accrington/Burnley; Colne/Nelson, Fleetwood; Lancaster; Morecambe; Preston/Leyland and Ormskirk/Skelmersdale.
4. Establish 12 SEN units attached to mainstream secondary schools. This will provide 288 additional places across primary and secondary schools at an average cost of £180,000; a total estimated cost of £4.32 million.
5. Establish an additional 16 places in Lancaster by adding a modular building to the Stepping Stones Short Stay School site. A total estimated cost of this provision is £400,000.
6. Establish an additional 30 primary special school places for pupils with SEMH needs in the Thornton-Cleveleys area using empty classrooms in the unoccupied Haven School site. The total cost of refurbishment is estimated as £200,000.
7. Establish an additional 30 secondary places on the Haven School site creating a split site cross phase provision for children and young people with SEMH needs.

## Long term action

1. Establish an additional 88 special school places for children and young people with learning difficulties and ASD at Sir Tom Finney Community High School. The estimated cost is £1.45 million.
2. Re-locate Broadfield Specialist College to the Hameldon School site, to establish an additional 60 secondary special school places. The estimated cost is £3million.

## Funding and Governance

### Schools' Forum

A framework for improving the effectiveness and efficiency of high needs block spending in Lancashire has been developed. This sets out a range of measures to ensure the high needs funding received by the local authority is used to increase inclusion and support improved outcomes for children and young people with SEND. The future priorities for action to improve inclusion along with improving effectiveness and efficiency of resources will assist in addressing the forecast overspends over the coming years. School Forum will assist in monitoring progress and outcomes of these priorities alongside the SEND operational Group.

The Head of Inclusion will work with the HNB sub-group of School forum to agree and implement actions. The SEND operational group will make recommendations to the Schools Forum and Education

Board. The SEND operational group will be chaired by the Director of Education. All decisions will be presented as recommendations to the Schools Forum in line with the constitution where schools are identified as "consultees" for the HNB.

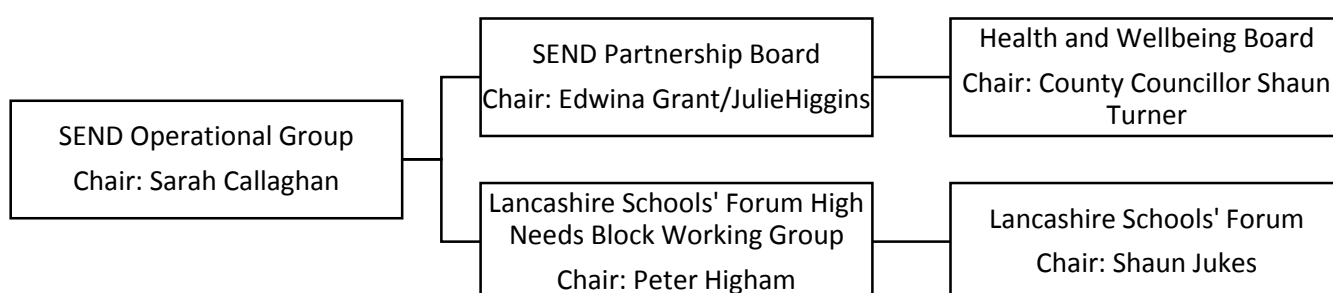
## SEND Partnership

### Arrangements for Governance

Decisions relating to the SEND Sufficiency Strategy are agreed at the SEND Operational Group, progress will be reported to the SEND Partnership Board and the Health and Wellbeing Board.

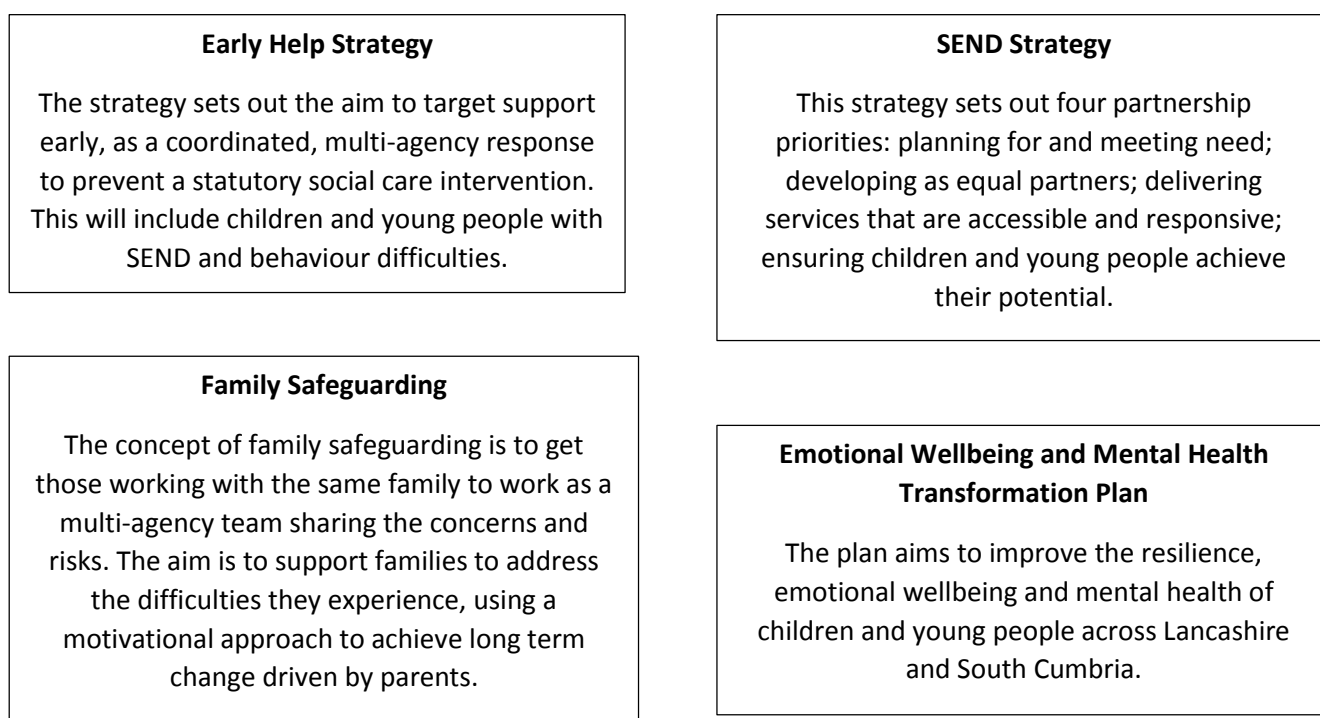
The SEND Operational Group will also make recommendations to the Lancashire Schools' Forum High Needs Working Group and Lancashire Schools' Forum.

The active engagement of schools will be supported through the SEND Partnership Board and Lancashire Schools' Forum.



### Strategic coherence and a consistent approach

To ensure our strategic approach is coherent and the arrangements for children, young people and families are consistent it is essential that the actions arising from in a number of strategies and action plans are well-coordinated. In particular the:



## SEND Sufficiency Strategy consultation

The SEND Sufficiency consultation took place between 6<sup>th</sup> July and 18<sup>th</sup> September 2020.

The survey asked respondents:

- 1) How strongly do you agree or disagree with the proposed SEND Sufficiency Strategy?
- 2) Why did you say this?
- 3) Do you have any suggestions to improve the strategy?

Question 1 required respondents to select from the following options:

- Strongly agree
- Tend to agree
- Neither agree nor disagree
- Tend to disagree
- Strongly disagree

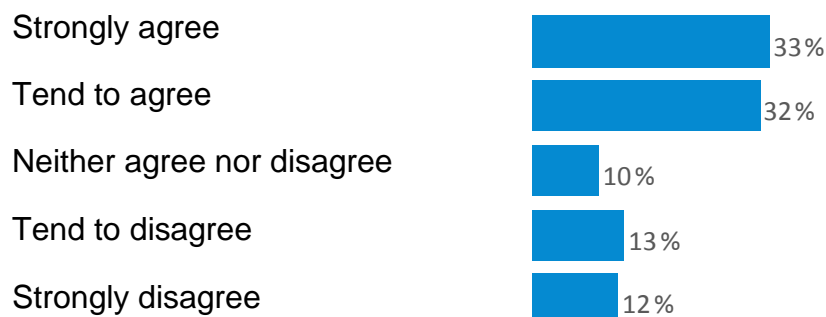
Question 2 invited respondents to expand upon their response to question 1.

Question 3 is self-explanatory.

### Consultation outcomes

The online survey provided a total of 232 respondents. 55% of these respondents said there were children or young people within their household who had special educational needs, 40% said no children or young people within the household had special needs and 5% preferred not to say. The responses provided by some participants indicated they worked in schools or other educational settings. Information identifying how many respondents were responding in their professional capacity is not available.

The results for question one, that is how strongly respondents agreed or disagreed with the proposed SEND Sufficiency Strategy are presented below.



A total of 188 respondents provided additional comments in response to the second question. 120 of these were from respondents who agreed with the strategy, 52 from those who did not agree with the proposed strategy and 16 from those who neither agreed nor disagreed.

167 respondents made suggestions about how to improve the strategy. 95 of these agreed with the proposed strategy, 55 did not agree with the proposed strategy and 17 neither agreed nor disagreed.

An overview of the themes identified to both invitations for more information for all three groups is provided below.

#### **Strongly agree/tend to agree**

As can be seen above 65% of respondents indicated they were in favour of the SEND Sufficiency Strategy. Almost all of those in favour of the strategy said this was because they believed there were insufficient special school places for pupils with special educational needs in Lancashire. Approximately one third of respondents made particular reference to the benefits of creating special educational needs units attached to both primary and secondary mainstream schools.

Some respondents, even though they were in favour of the overall strategy, suggested that more attention could have been given to particular aspects of the special educational needs provision to be made available in the future. This included for example more specialist provision for primary age pupils and in particular geographical areas, most notably in West Lancashire in the south of the county. Some respondents commented the strategy failed to address a shortfall in special educational provision for pupils entering further education or with particular types of needs including those with an autism spectrum disorder, mental health needs and/or those considered to be academically able. Others focussed more on the needs of their individual children or the schools they worked at. These comments were quite varied and each of the above themes appeared in a very limited number of responses. The relocation of Broadfield Specialist School featured slightly more often although the numbers were still quite low. Again these responses were mixed, although most were in favour of the move.

Suggestions from this group of respondents about how to improve the strategy included a further increase in both the number of special school places and the number of special educational needs units attached to mainstream schools. Again for the main part there was a broad range of suggestions with only a limited number of proponents for each. There were some exceptions to this. Training for school staff, particularly for mainstream schools, was a suggestion that appeared most frequently in the comments provided. Other ideas that were put forward by more than a handful of respondents included a review of funding arrangements, more emphasis on early identification and intervention, better communication with families and improved links between different phases and sectors in education. This feedback that will be used to support the further development of local authority services.

#### **Strongly disagree/tend to disagree**

25% of respondents strongly disagreed or tended to disagree with the proposal and as can be seen above these were distributed more or less evenly between those who strongly disagreed (12%) and those who tended to disagree (13%).



The main reasons given for disagreeing with the SEND Sufficiency Strategy related to the creation of special educational needs units attached to mainstream schools. These comments reflected some concerns about whether the staff deployed to the units would have sufficient knowledge and expertise to provide the necessary specialist support for the pupils attending them. Other respondents focussed more on the level of potential segregation for pupils attending the units and whether these units would have an adverse effect on the education on those within the units as well as other pupils in the school. There were, however, far fewer comments made by people raising concerns about the units than were made by respondents who were supportive of the proposal to create special educational needs units and who were also in agreement with the overall SEND Sufficiency Strategy.

Other comments made by respondents who disagreed with the SEND Sufficiency Strategy proposal related to its failure to address a shortfall in particular types of provision or in particular areas of the county, most notably in the far south of the county. The failure of the strategy to make adequate provision for post-16 learners, those with the most complex needs, autism and hearing impairment were identified as particular concerns for some respondents.

A few respondents raised concerns that the strategy failed to address some of the shortcomings of the local authority. Steps will be taken to address these outside of the SEND Sufficiency Strategy consultation where appropriate. Examples of these included issues associated with local authority processes rather than provision, and how the local authority ensures the views of children and young people with special educational needs and their families are taken into consideration at an individual level and collectively.

Alternative proposals that were put forward by this group of respondents also identified a need for additional training, resources and funding for all schools including mainstream and those special educational needs units. Overwhelmingly though, these respondents identified a need to create more special school places either through the development of new special schools or through the expansion, improvement and refurbishment of existing schools.

#### Respondents who neither agreed or disagreed

10% of respondents fell within this group. Most of the comments provided by these respondents related either to specific projects, such as the proposal for the Haven site or the failure to address gaps in provision in specific locations or for a particular type of special educational need. These comments also tended to relate to the circumstances of individual pupils.

A limited number of respondents within this group made specific reference to alternative provision and pupil referral units; this type of provision did not appear in the responses provided by people who agreed or did not agree with the proposed SEND Sufficiency Strategy. The other main difference was that respondents within this group sought more information about the potential impact of the proposals contained within the strategy and of the need for specific types of provision.

Suggestions about how the SEND Sufficiency Strategy could be improved from this group of respondents were also mixed, although they tended to fall within three main themes. The first of these related to addressing gaps in provision generally and for specific types of need, such as autism and social, emotional and mental health needs. The second theme that emerged related primarily to a need to improve the quality of support available within mainstream schools and at an earlier stage. These issues seemed to be linked to current practice in schools, funding and the availability of training. The third and final theme was associated with the need for more information and more opportunities for stakeholders to put forward their views. It should be noted however there were fewer than ten responses that included a reference to any of these themes.

## **Consultation results**

### **Broadfield Specialist School**

There were 77 respondents, of whom 79% strongly agreed or tended to agree with the proposal; 5% did not agree or disagree and 16% strongly disagreed or tended to disagree.

61% of respondents had children and young people already attending the school.

Improved facilities, more space and the need for more special school places were the reasons given by most respondents who were in agreement with the proposal to expand and relocate Broadfield Specialist School. Better facilities were associated with increased opportunities for developing a range of skills and knowledge by some respondents. There were a few respondents who, although supportive of the proposed change to the school, pointed out the drawbacks to their own personal circumstances. These primarily related to the disruption to their child's education and the increased travelling time, that affected both pupils' travelling time and their own if they needed to go and collect their child for health reasons or to attend parents' consultation meetings, for example.

Other reasons, in addition to those identified above, given by people who were not in agreement with the proposal to relocate Broadfield Specialist School included difficulties with attending after school activities and a sense of loss that the school would no longer be part of Hyndburn. This was seen to have an adverse effect on both pupils and the community. It was also the case that a limited number of these respondents identified the benefits the move and expansion of the school would bring, even though they disagreed with the overall proposal.

### **Sir Tom Finney Community High School**

There were 14 respondents, 85% of whom strongly agreed or tended to agree with the proposal to expand the school. The rest disagreed or tended to disagree.

Respondents who agreed with the proposal indicated this was because more pupils would benefit from the specialist knowledge, skills and experience of the school staff and the facilities already available within the school. Other reasons related to the location of the school and the building's existing underutilised space.

The limited number of concerns that were raised were associated with an increased volume of traffic and the impact the expansion of the school might have on individual pupils.

43% of respondents identified themselves as staff and 29% as the parents or carers of children and young people attending the school already, or those who hoped their child would attend in the future.

## Special Educational Needs units attached to four mainstream schools

School		Percentage of respondents			Overview of comments
	Number of respondents	Strongly agreed/ tended to agree	Did not agree or disagree	Strongly disagreed/ tended not to agree	
Barrowford Primary	21	90%	5%	5%	Most of those who were supportive of the creation of a special educational needs unit made reference to existing expertise and the nurturing environment already provided by the school. There were 3 comments that identified concerns, although 2 of these were from respondents who were in support of the proposal. These related to the potential impact of this provision on mainstream pupils and whether there was sufficient space available to accommodate a unit. 7 respondents identified themselves as parents of children with special educational needs.
Lytham CEP	53	71%	4%	26%	$\frac{3}{4}$ of respondents that provided a comment stated the proposal would fill a gap in provision for pupils with autism in the local area, that it would build on current good practice within the school or that it would bring particular benefits to children with special educational needs. Concerns raised by approximately 30% of respondents related primarily to the impact pupils attending the unit might have on the education of others, class sizes and the level of support that is available for pupils with special educational needs. 46% respondents were parents or carers of children already attending the school and 34% identified themselves as school staff. 86% respondents did not have children with special educational needs.

School		Percentage of respondents			Overview of comments
	Number of respondents	Strongly agreed/ tended to agree	Did not agree or disagree	Strongly disagreed/ tended not to agree	
St Leonard's CA CEP	54	86%	2%	12%	More than 80% of respondents that provided a comment identified benefits associated with the proposal. These included filling a gap in provision within the local area, building on existing strengths within the school and the advantages to all pupils of an environment that catered for mainstream pupils alongside those with special needs. There were 4 comments that identified concerns. These related to the impact on individual children without special needs and whether the school had the resources required for a special educational needs unit. 89% of respondents had children attending the school and 60% of respondents did not have children with special needs.
Weeton Primary	58	53%	16%	32%	Those in favour of the proposal indicated this was because the special educational needs unit would promote and enhance inclusive practice which was seen to be of benefit to the whole school population. Other reasons given for supporting the proposal were that it would increase the options available to families in the local area and would provide the support needed to more children. Those not in agreement with the proposal raised concerns about the potential impact on their child because the unit would be for children with social, emotional and mental health needs. Another concern that was raised related to the amount of movement in a school where there is perhaps more transition than in most schools due to changes in military postings. 61% of respondents had children already

					attending the school. 70% of respondents did not identify themselves as having children with special needs.
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# Equality Analysis Toolkit

Developing the Approach and Provision for Children  
and Young People with Special Educational Needs  
and Disabilities

For Decision Making Items

September 2020

### **Question 1 - What is the nature of and are the key components of the proposal being presented?**

The proposal relates to the SEND Sufficiency Strategy. The strategy has been developed to support the implementation of the SEN reforms that were introduced with the Children and Families Act 2014. There are two key elements to this strategy. The first is to support children and young people's right to participate in mainstream education within their local community. The second relates to a number of capital projects designed to ensure there is sufficient specialist provision for pupils with special educational needs across the county.

### **Question 2 - Scope of the Proposal**

Is the proposal likely to affect people across the county in a similar way or are specific areas likely to be affected – e.g. are a set number of branches/sites to be affected?

The capital projects part of the proposal is likely to affect people across the county in different ways. Each of which are considered in turn below.

The development of 12 special educational needs units attached to mainstream primary schools and 12 to mainstream secondary schools. It is being proposed that these will be created in specific locations across the county. The locations are Lancaster/Morecambe, Fleetwood/Lytham, Accrington/Burnley, Colne/Nelson, Preston/Leyland and Ormskirk/Skelmersdale.

The creation of more special school places for children with social emotional and mental health needs at Stepping Stones Short Stay School and on the Haven site in Thornton-Cleveleys.

The expansion and relocation of Broadfield Specialist School in Accrington to the Hameldon site in Burnley.

The expansion of Sir Tom Finney Community High School in Preston.



The creation of 14 additional special school places in 2 secondary special schools for pupils with social, emotional and mental health needs in Preston and Skelmersdale.

### **Question 3 – Protected Characteristics Potentially Affected**

Could the proposal have a particular impact on any group of individuals sharing protected characteristics under the Equality Act 2010, namely:

- Age
- Disability including Deaf people
- Gender reassignment
- Pregnancy and maternity
- Race/ethnicity/nationality
- Religion or belief
- Sex/gender
- Sexual orientation
- Marriage or Civil Partnership Status

And what information is available about these groups in the County's population or as service users/customers?

This proposal will have a particular impact on children and young people with disabilities and their families for the children who attend these schools currently and also those who might attend in the future.

It could also have an impact on pupils attending the mainstream schools where special educational needs units are developed.

## Question 4 – Engagement/Consultation

How have people/groups been involved in or engaged with in developing this proposal?

13 separate consultations were undertaken between 15<sup>th</sup> October and 5<sup>th</sup> November 2019. These were as follows:

- 1 meeting with 6 young people who were representatives of the POWAR group
- 5 meetings with a total of 25 parents and carers at different locations across the county that were organised in collaboration with the Parent Carer Forum
- 7 meetings with a total of 52 headteachers at different locations across the county that were organised in collaboration with the Lancashire headteachers' associations

The information was also presented to Schools Forum at a meeting 17<sup>th</sup> October 2019 and the SEND Partnership Board on 14<sup>th</sup> November 2019.

- Further consultation was undertaken through an online survey between 6<sup>th</sup> July and 18<sup>th</sup> September 2020. Lancashire residents were made aware of this through notifications on Lancashire County Council website, Twitter and Facebook websites, the Local Offer website and Facebook page and via the Parent Carer Forum. Notification was provided in the SEND Partnership update in July 2020. In addition a letter was sent directly to each of the following stakeholders advising them of the consultation:
  - POWAR
  - Lancashire Parent Carer Forum chair
  - Governing bodies of maintained schools and maintained nursery Schools in Lancashire via the Schools Portal
  - Governing bodies, proprietors or principals of post-16 institutions in Lancashire
  - Providers of relevant early years education in Lancashire
  - Governing bodies of non-maintained special schools in Lancashire and those attended by Lancashire residents
  - Proprietors of Academies in Lancashire via School Portal
  - Advisory boards of children's centres in Lancashire via the Children, Family and Well-being Service who have responsibility for children's centres

- Youth offending team
- Local Members of Parliament
- Diocesan/Church Authorities
- The Regional Schools Commissioner
- Governing bodies, proprietors or principals of other schools and post-16 institutions in England and Wales that the authority thinks are or are likely to be attended by children or young people for whom it is responsible and children or young people in its area who have a disability

Individual meetings have been held with the headteachers of all of the schools implicated in all of these proposals as required since the strategy was first introduced in October 2019.

The consultation held between 6 July and 18 September 2020 resulted in 232 responses of which 65% either strongly agreed or tended to agree with the proposal, 25% either tended to disagree or disagreed with the proposal and 10% neither agreed nor disagreed with the proposal. However, where respondents commented on the proposal there were views which recognised that the proposal would be beneficial overall and that an increase in provision was needed but also concerns about the time this may take to achieve, the immediate impact of change on individual pupils and concerns about whether the proposed changes would be "right" for all pupils. Some comments were also made about whether there would be enough provision for both primary and secondary age pupils with special educational needs and disabilities, those aged between 16 and 19 and about arrangements in specific parts of Lancashire for example, West Lancashire.

## **Question 5 – Analysing Impact**

Could this proposal potentially disadvantage particular groups sharing protected characteristics and if so which groups and in what way? This pays particular attention to the general aims of the Public Sector Equality Duty:

- To eliminate unlawful discrimination, harassment or victimisation because of protected characteristics;

- To advance equality of opportunity for those who share protected characteristics;
- To encourage people who share a relevant protected characteristic to participate in public life;
- To contribute to fostering good relations between those who share a relevant protected characteristic and those who do not/community cohesion;

Elements of this proposal could disadvantage some children and young people with and without special educational needs and their families.

In relation to the creation of special educational needs units this could have an impact on pupils already attending the schools, as additional pupils with special needs join the schools the schools concerned. Each school will have a dedicated space some of which will involve the repurposing of existing accommodation thereby reducing the space and potentially facilities to pupils already attending the schools concerned.

The expansion to any existing provision will create additional school places and so will increase the number of pupils attending a school and therefore could affect those already on roll. It is not anticipated this will lead to an increase in class size however it will place an extra demand on resources, such as IT equipment, space in the dining hall and access to other facilities. It is also possible this will require repurposing existing accommodation in some schools and therefore could reduce space and facilities available to pupils attending the school. This likely to be relevant to the proposals to increase the number of special school places at Stepping Stones Short Stay School, the expansion of Sir Tom Finney High School and the creation of additional places at the two secondary special schools for pupils with social, emotional and mental health needs.

The proposal to develop provision for pupils with social, emotional and mental health needs on the Haven site is likely to have an impact on pupils attending Northfold Community Primary School and the school itself. Northfold Community Primary School is located on the same

school site as the Haven building. The Haven building was used as alternative provision for primary age pupils with social, emotional and mental health needs. The headteacher and chair of governors of Northfold Community Primary School have expressed concerns their school would become known as the 'naughty school' again and this would have an adverse effect on admissions.

The proposal to expand and relocate Broadfield Specialist School is likely to have an adverse effect on some pupils and their families who currently live closer to the school in its current location than they will if it moves to the Hameldon site in Burnley. The effects could include increased travelling time for pupils and for families if they need to attend meetings at the school and/or collect their child to attend medical appointments. In addition it might limit some pupils' abilities to be able to attend out of school activities. This would have a particular impact on families who are not able to drive and also for whom there are other children in the family with or without disabilities that do not attend the school. The proposed relocation of the school could have an adverse effect on those young people who find it difficult to adjust to change particularly those who have been at the school for a number of years or who have recently moved to the school and those for whom if the move were to take place might only attend the school for their final year.

Some respondents commented that equality of opportunity could be advanced for some pupils with special educational needs who were academically able as they could have greater opportunity to access the full curriculum and potentially achieve in line with their ability, whilst the units would provide the support such pupils needed at a social or emotional level to function in a mainstream environment.

However, other respondents were concerned that the size, scale, noise and bustle of a mainstream school might be too stimulating or distracting for some pupils with neuro-diverse conditions to function effectively in.

There were also a number of respondents who, whilst supporting the proposal, were concerned that training for all staff, resources and other

features would need to be fully in place for the proposal to have the positive outcomes desired for pupils and potential pupils.

Some respondents were supportive of the proposal because they felt it would increase acceptance and understanding between pupils with special educational needs and those who did not have special educational needs, which could help more widely in fostering good relations between groups who have/share protected characteristics and those who do not have/share them. It should be noted however that some respondents were concerned that pupils with special educational needs might be bullied because of their disabilities or might not feel included in the wider group.

### **Question 6 –Combined/Cumulative Effect**

Could the effects of this proposal combine with other factors or decisions taken at local or national level to exacerbate the impact on any groups?

Other factors and decisions that might have a combined and/or cumulative effect include the redesign of the short breaks offer that is currently underway as this is a service that is provided for children and young people with disabilities, many of whom will attend some of the specialist provision that is being considered as part of this proposal. The covid-19 pandemic has also affected the short breaks offer as it has not been possible to provide all of the short break activities and day time and overnight breaks that are usually available during this period. It is also not possible to foresee how provision in schools and in relation to short breaks will develop overtime in the light of any changes that will need to be made in response to the pandemic.

### **Question 7 – Identifying Initial Results of Your Analysis**

As a result of the analysis has the original proposal been changed/amended, if so please describe.

The proposal has not been changed or amended.

### **Question 8 - Mitigation**

Will any steps be taken to mitigate/reduce any potential adverse effects of the proposal?

In terms of the units and schools where there are plans to increase the number of pupils attending Inclusion would work closely with the assets teams to ensure there is good quality accommodation available for these units and that every effort is made to minimise the impact on other pupils in terms of the loss of space and access to facilities. This could include adding modular buildings in some instances and repurposing accommodation that is not currently used or not used for teaching and learning wherever possible.

Training and support for staff who will be deployed in the special needs units will be provided by members of the specialist teaching and educational psychology teams within the Inclusion Service as this is required by the schools involved. This offer has been extended to include the whole school staff of these schools as needed.

The headteacher at Broadfield Specialist School has said that arrangements will be made to transport pupils wishing to attend some out of school activities to a central point in Accrington close to the current site to limit the amount of additional travelling families may incur because of the school's relocation. This is unlikely to be possible for all out of school activities.

There will be a period of phased transition for all pupils who currently attend Broadfield Specialist School should the proposed relocation go ahead. Ideally this will be over the course of a term however it will be dependent upon the availability of both school buildings during the transition period.

Some respondents who took part in the online survey expressed a view that the implementation of the SEND Sufficiency Strategy might result in a reduction in specialist provision available either to individuals or groups of pupils who need it. It is important to be clear

that specialist provision and special school places will continue to be available to those who need them.

### **Question 9 – Balancing the Proposal/Countervailing Factors**

This weighs up the reasons for the proposal – e.g. need for budget savings; damaging effects of not taking forward the proposal at this time – against the findings of the analysis.

The SEND Sufficiency Strategy is designed to have a positive overall impact on children and young people with SEND as it reflects the overall objectives of the SEND reforms that were introduced with the Children and Families Act 2014. It will increase the options available to children and young people with special educational needs and enable more pupils to attend schools within their local community, particularly where any additional support required can be provided within a special educational needs unit. It will increase the number of special school places and places in special educational units attached to mainstream primary and secondary schools, thus ensuring greater consistency with the national picture with respect to special educational needs provision. This in turn should improve outcomes for children and young people but also reduce dependency on out of county special educational provision and the demand for high needs funding. It is however fair to acknowledge that for some pupils during the implementation stage it might create some disruption and uncertainty that they and their families may find has an adverse impact on them.

### **Question 10 – Final Proposal**

In summary, what is the final proposal and which groups may be affected and how?

The proposal relates to the SEND Sufficiency Strategy. The strategy has been developed to support the implementation of the SEN reforms



that were introduced with the Children and Families Act 2014. There are two key elements to this strategy. The first is to support children and young people's right to participate in mainstream education within their local community. The second relates to a number of capital projects designed to ensure there is sufficient specialist provision for pupils with special educational needs across the county.

## **Question 11 – Review and Monitoring Arrangements**

What arrangements will be put in place to review and monitor the effects of this proposal?

Each of the capital projects identified in the SEND Sufficiency Strategy is a prescribed alteration and as such there are statutory processes that must be completed before any change can be implemented. Each of these will involve periods of informal pre-statutory consultation and then statutory consultation. Currently each individual proposal would be presented for Cabinet approval and three points in this process, during the initial introductory phase, between the informal and formal statutory consultation periods and again following the statutory consultation period. Cabinet is being asked to delegate responsibility for the second of these decisions to the Executive Director for Education and Children's Services in consultation with the Lead Member.

Equality Analysis Prepared By Sally Richardson/Jeanette Binns

Position/Role Head of Service Inclusion/Equality & Cohesion Manager

Equality Analysis Endorsed by Line Manager and/or Service Head

Decision Signed Off By

Cabinet Member or Director

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**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Executive Director of Education and Children's Services****Part I**

Electoral Division affected:  
(All Divisions);

**Alternative Provision Strategy**

(Appendices 'A' and 'B' refer)

Contact for further information:

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**Executive Summary**

This report focusses on alternative provision for children and young people in Lancashire. It provides an overview of the alternative provision that is currently available across the county, how this is being used and the potential impact this may be having on key outcomes for children and young people.

This information, in conjunction with that from other relevant local and national initiatives, including the SEND Sufficiency Strategy, the Strategy for Behaviour and the 2019 review of alternative provision in Lancashire, has been used to inform the development of an Alternative Provision Strategy. This strategy is presented as the proposed approach to alternative provision for children and young people across the county, over the next four years.

**Recommendation**

Cabinet is asked to:

- (i) Consider the information set out in this report which provides an overview of the current situation in Lancashire with respect to alternative provision and key outcomes in comparison with England.
- (ii) Consider approaches and recommendations that have been set out in the report in relation to alternative provision.
- (iii) Approve the proposed Alternative Provision Strategy, as set out at Appendix 'A' that has been developed to align with existing strategies within Lancashire to support children and young people with additional needs.

## **Background and Advice**

This report sets out how alternative provision will be developed in Lancashire over the next four years, based on the following information:

- a) how it can be aligned with other strategies and initiatives that have been developed to support children and young people with additional needs;
- b) an overview of the current demand for alternative provision in relation to key performance outcomes in Lancashire and in comparison with the national picture;
- c) an overview of the alternative provision that is currently available;
- d) the identification of key principles underpinning the proposed Alternative Provision Strategy.

Appendix 'B' provides a summary of the national context and some of the background information that has been used to inform the development of this proposed Alternative Provision Strategy.

Alternative provision is:

- education for pupils who, because of exclusion, illness, or other reasons, would not otherwise receive suitable education;
- education arranged by schools for pupils on a fixed-term exclusion;
- education for pupils being directed by schools to off-site provision to improve their behaviour.

There is a broad range of alternative provision on offer, provided by the local authority, independent schools, further education colleges, charities, and businesses.

Alternative provision may be therapeutic in nature, for example, for children and young people with social, emotional and mental health needs, or it may offer vocational learning.

This report builds upon an independent review of the arrangements for children and young people with social, emotional and mental health needs in Lancashire in December 2018/19. This review was undertaken by send4change.

### **Demand for alternative provision Exclusion Rates – Lancashire**

The most up-to-date data permitting comparison with national figures was published in July 2020. A summary of this is presented in the tables below.

	Permanent exclusion rates (%)			Fixed term exclusion rates (%)		
	2016/17	2017/18	2018/19	2016/17	2017/18	2018/19
<b>Primary</b>						
England	0.03	0.03	0.02	1.37	1.40	1.41
Lancashire	0.06	0.04	0.03	1.16	1.25	1.06
<b>Secondary</b>						
England	0.20	0.20	0.20	9.40	10.13	10.75
Lancashire	0.45	0.42	0.44	8.93	8.59	10.47
<b>Total</b>						
England	0.10	0.10	0.10	4.76	5.08	5.36
Lancashire	0.21	0.19	0.19	4.42	4.36	5.06

It should be noted that it is difficult to predict permanent and fixed term exclusion rates for the 2019/20 because of the effect of the coronavirus outbreak.

Permanent Exclusion Rates: Although permanent exclusion rates have reduced in primary schools nationally and in Lancashire over the last three years, 50% more pupils were excluded in 2018/19, in comparison with the national average. In secondary schools, the permanent exclusion rates across Lancashire have remained relatively static, but in 2018/19 were more than twice the national average.

Fixed term exclusion rates: at both primary and secondary level, fixed term exclusion rates in Lancashire have remained below the national average. However, at primary level nationally, there has been a gradual increase over the last three years and this is not consistent with the picture in Lancashire, where fixed term exclusion rates have been more variable over the same period.

Special Educational Needs and Disabilities: government data in 2018 indicated that children and young people with special educational needs represented 14% of the state-funded school population, but that they accounted for almost 50% of all permanent exclusions.

Children and young people who receive special educational needs support are almost six times more likely to be subject to a permanent exclusion than pupils without special needs.

In Lancashire, only two young people with an education, health and care plan were permanently excluded in 2019/20 from school.

Nationally, children and young people with social, emotional and mental health needs have the highest rates of permanent exclusion, although pupils with other

types of needs such as those with specific and moderate learning difficulties and those with autism spectrum disorders also have high rates of exclusion.

A higher proportion of children and young people with education health and care plans are identified as having social, emotional and mental health needs in Lancashire, in comparison with the national average. In January 2020, 15.7% of children and young people were identified as having social, emotional and mental health needs in Lancashire, in comparison with 14.2% of pupils in England. This equates to 109 more children and young people than if the Lancashire figure was aligned with the national average.

## **Alternative Provision in Lancashire**

### **Current approach, take up**

**Primary:** There are two state funded alternative provision providers in the primary phase in Lancashire. These are Stepping Stones Short Stay School in Lancaster and Golden Hill Short Stay School in Leyland near Preston.

Across the country, on average there are eleven primary age places in local alternative provision per 10,000 primary age pupils. In Lancashire, there have been between nine and ten primary age places in local alternative provision per 10,000 primary age pupils over the last three years.

In 2017/18 and 2018/19 there appeared to be a limited, if any, relationship between permanent exclusion rates and alternative provision placement. However, the relationship between these two factors is more pronounced in 2019/20, and the main factors affecting the take up of placements in alternative provision across the county would appear to be location and in 2019/20 permanent exclusion rates.

Children living in Lancaster, Preston and South Ribble take up the greatest number of alternative provision placements. Preston has high levels of deprivation, but this is not the case for either Lancaster or South Ribble. Furthermore, the use of alternative provision placements has been variable in Preston over the last three years, whereas in South Ribble there has been a gradual increase over the last three years and, in Lancaster, the use of alternative provision placements per 10,000 primary aged children has doubled.

**Secondary:** There are seven state funded alternative provision providers for secondary age pupils, as shown below along with their location.

Chadwick High School	Lancaster
M <sup>C</sup> Kee College House	Fylde
Coal Clough Academy	Burnley
Oswaldtwistle School	Accrington
Larches High School	Preston
Shaftesbury High School	Chorley
The Acorns School	Ormskirk

There were, on average, 88 secondary age places in local alternative provision per 10,000 secondary age pupils across the country. In Lancashire, in 2018/19 and

2019/20, there were 118 secondary age places in local alternative provision per 10,000 secondary age pupils.

All districts, except for Ribble Valley and West Lancashire, have above the national average number of alternative provision placements per 10,000 of the secondary age population, and there is considerable variation between districts. In 2019/20, the range extended from 24 alternative provision places per 10,000 of the secondary age population in the Ribble Valley to 198 in Burnley.

Districts with the highest levels of deprivation tended to have higher number of alternative provision placements, although there were some districts with lower levels of deprivation that had more alternative provision placements per 10,000 of the secondary age pupil population such as Fylde, Wyre and Rossendale.

The relationship between the number of alternative provision placements and number of permanent exclusions per 10,000 of the secondary age population was more evident at secondary level than for primary age pupils, and the evidence suggests that the greater the number of alternative provision placements, the greater the number of permanent exclusions within a district.

In addition to the alternative provision identified above, Lancashire County Council also commissions a further 83 placements from independent providers, including four out of county placements.

### **Funding**

Lancashire primary schools de-delegated funds of £1,000,000 to support inclusion during the last academic year. This was part of the inclusion hub model in which each district hub received money to address the issues relating to pupils' exclusion and non-engagement in school. Different approaches have been used by different district hubs; one district, for example, commissioned an alternative provision provider directly to provide support through outreach and short-term intervention placements and another commissioned an external provider to provide training for schools within the district. Further evaluation of the different approaches that have been adopted is planned.

Lancashire Secondary schools have not de-delegated funding and do not have a hub model across each district.

However, at both primary and secondary phases, there has been an overall increase in the number of alternative provision placements that have been commissioned from state funded alternative provision providers over the last three years, and this will be commissioned in 2020/21, as can be seen in the table below.

	<b>2017/19</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>
Number of commissioned places	687	805	805	861

The cost of these placements in the 2020 summer term was £5,732,426; this was £1,084,382 more than had been anticipated from the indicative costs at the beginning of the academic year, and £251,225 more than the cost during the 2019 summer term.

The total estimated cost of alternative provision this financial year is £12.9 million.

### **An approach to alternative provision in Lancashire**

The information presented above is consistent with the principles underpinning the SEND Sufficiency Strategy and the Strategy for Managing Behaviour. It is therefore proposed that a new approach to alternative provision in Lancashire is implemented that will:

- increase the number of children and young people supported in mainstream provision;
- reduce the number of exclusions from our schools;
- address the rising number of young people receiving home tuition;
- stop off-rolling, leaving young people without education;
- halt the increasing use of specialist provision;
- ensure specialist provision is in the right locations;
- increase the number of young people in education, employment and training.

To achieve the changes identified above, the priorities for action will be to:

- **Identify children's needs much earlier:** building on and sharing strategies which support development, learning and improved behaviour to promote inclusive practice.
- **Develop shared agreements about roles and responsibilities:** these could include individual and collective responsibility for the outcomes and destinations of individual pupils, the fair and equitable access to alternative provision and the oversight and quality assurance of this provision.
- **Work with partners:** implementing a consistent and coherent approach between alternative provision and other parts of the local area, including mainstream education, special educational needs provision and services, early help, social care and local health services.
- **Co-design and develop intervention support and local provision:** increasing the capacity of schools and the local area; to provide a greater range of intervention support, and ensuring equitable access to support that could include appropriate support options and pathways, outreach, turn around and longer term placements.
- **Co-design alternative Key Stage 4 and post-16 programmes:** thinking creatively so that we prepare young people for the next stage of their learning and for adulthood.
- **Develop the role of alternative provision:** identifying a clear strategic plan for inclusion and clear roles for all alternative provision providers, so that they are responsive to local needs across the local area.
- **Agree outcomes:** developing collective agreement about the systems that are put in place, and performance measures that are aligned to strategic priorities across the local area.
- **Provide education for children and young people without a school place:** improving monitoring systems and developing more flexible packages to meet individual need.



- **Share information and data openly:** informing decision making and improving practice, to include financial and other resources available to schools and the local area.
- **Refine and develop funding arrangements:** using funding flexibly to incentivise inclusion and support strategic priorities, ensuring that consideration is given to the impact on the high needs block, and benchmarking data when decisions are made.

## **Risk management**

The local authority has duties under section 19 of the Education Act 1996 to make arrangements for the provision of suitable education at school or otherwise than at school for those children of compulsory school age who, by reason of illness, exclusion from school or otherwise, may not for any period receive suitable education unless such arrangements are made for them.

## **Financial Implications**

High needs funding within the Dedicated Schools Grant supports provision for children and young people with special educational needs and disabilities. This funding enables local authorities and education providers to meet their statutory duties under the Children and Families Act 2014.

The escalating pressures on the high needs block are not unique to Lancashire. The special educational needs reforms introduced in 2014, placed new statutory duties on all local authorities, which included an extension in the age range from birth to 25 years, previously this was up to the school leaving age of sixteen for the majority of young people.

Nationally the average spend on high needs has increased, and high needs block allocations fall short of existing levels of expenditure and, despite increased funding and the use of Dedicated Schools Grant reserves to support the high needs block, a net deficit continues.

The strategy identified in the report looks to de-escalate the need for higher cost provision both inside and outside of county and to keep children within, or closer to their home communities and schools. This should improve the outcome for children, their parents and their communities and also increase the efficiency and effectiveness of the use of funding received from the government.

Most recently the increase in demand for high need provision has been escalating with the funding received both nationally and locally being less than that required to pay for provision provided. This Alternative Provision Strategy as one part of the county council's high needs delivery should help to reduce high needs block deficits.

On successful implementation, it would be expected, that whilst savings would start in the first year, these savings would increase over a number of years to offset deficits that would otherwise be incurred and which could be used to fund the expected increases in demand in the future. Reintegration rates are an example of how the implementation of the Alternative Provision Strategy would serve to reduce

the deficit to the high needs block. In 2018/19, 7.8% of pupils attending alternative provision were reintegrated successfully back into mainstream schools. The results of a national survey in 2018 found that 65% of primary pupils and 64% key stage three pupils returned to mainstream school. Reintegration rates for key stage four ranged between 10% and 53%; the lower integration rates were found in year 11. If the reintegration level of pupils rose to 33% over three years in Lancashire then this may achieve, by the end of the third year, a reduction of circa £1 million in high needs provision and assist in offsetting the cost of growth in demand for high needs provision. If the strategy achieved a reintegration level of approaching 50% across all age ranges then this could achieve circa £2 million to offset the cost of growth in demand for high needs provision.

## **Equality and Cohesion**

This proposal impacts on both the age (young people) and disability protected characteristics of the Equality Act 2010, and is designed to contribute positively to the Public Sector Equality Duty's general aim of advancing equality of opportunity and its related aim of increasing participation in public life for these children and young people, their families and carers. The information contained within the report indicates that there are proportionally fewer children and young people educated in mainstream schools in Lancashire than nationally. There are also more children educated in specialist provision and secondary alternative provision than nationally.

The lack of access to supported provision in mainstream schools and to local specialist provision of particular designations and for those with the most complex needs is resulting in some children and young people travelling to schools outside their community.

## **List of Background Papers**

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		

## Alternative Provision Strategy 2020 - 2024

### **Vision**

The Alternative Provision Strategy contributes to the vision, outcomes and priorities for children and families in Lancashire agreed by the Children and Families Partnership Board by seeking to ensure that:

*Children and young people achieve their full potential in education, learning and future employment*

This will be achieved by:

*Providing children and young people with a good quality education and learning opportunity which matches their talents, ambitions and aims and enables a positive transition to adulthood.*

### **Key principles**

The Alternative Provision Strategy has been developed to be consistent with the principles underpinning the SEND Sufficiency Strategy and the Strategy for Managing Behaviour in order to:

- increase the number of children and young people supported in mainstream provision
- reduce the number of exclusions from schools
- address the rising number of young people receiving home tuition
- stop off-rolling, leaving young people without education
- halt the increasing use of specialist provision
- ensure specialist provision is in the right locations
- increase the number of young people in education, employment and training

### **Key challenges**

Permanent exclusion rates and the number of young people who are not in education, employment or training are much higher in Lancashire compared with national averages for England.

Levels of engagement in education, employment and training between the ages of 16 and 18 are much lower for young people previously placed in alternative provision.

Overcoming adverse performance and financial incentives for mainstream schools to include or reintegrate pupils with additional needs.

The considerable variation in the use of alternative provision across the county. Increased availability of alternative provision has resulted in increased demand.

Nationally, the average spend on high needs has increased and high needs block allocations fall short of existing levels of expenditure.

Despite increasing budgets and the transfer of funds from the schools block of the dedicated schools grant to the high needs block, the net deficit continues to rise. Estimates indicate a potential national deficit of between £1.2 and £1.6 billion by 2021.

Lancashire has undertaken its own preliminary financial forecast. This forecast is based on the trend over time for places, as a result of this it is estimated that there will be a potential shortfall of about £42 million by 2023/24, within a possible range of £30 to £50 million.

### **Strategic priorities**

The priorities for ensuring sufficiency of SEND provision in Lancashire over the next five years are based upon the principles and challenges identified above and build upon the framework agreed by the cabinet in August 2019. These are as follows:

1. **Identify children's needs much earlier;** building on and sharing strategies which support development, learning and improved behaviour to promote inclusive practice
2. **Develop shared agreements about roles and responsibilities;** these could include individual and collective responsibility for the outcomes and destinations of individual pupils, the fair and equitable access to alternative provision and the oversight and quality assurance of this provision
3. **Work with partners;** implementing a consistent and coherent approach between alternative provision and other parts of the local system, including mainstream education, special educational needs provision and services, early help, social care and local health services
4. **Co-design and develop intervention support and local provision;** increasing the capacity of schools and the local area to provide a greater range of intervention support and ensuring equitable access to support that could include appropriate support options and pathways, outreach, turn around and longer term placements
5. **Co-design alternative Key Stage 4 and post-16 programmes;** thinking creatively so that we prepare young people for the next stage of their learning and for adulthood
6. **Develop the role of alternative provision;** identifying a clear strategic plan for inclusion and clear roles for all alternative provision providers so that they are responsive to local needs within the whole system
7. **Agree outcomes;** developing collective agreement about the systems that are put in place and performance measures that are aligned to strategic priorities across the local area
8. **Provide education for children and young people without a school place;** improving monitoring systems and developing more flexible packages to meet individual need

9. **Share information and data openly;** informing decision making and improving practice, to include financial and other resources available to schools and the local area
10. **Refine and develop funding arrangements;** using funding flexibly to incentivise inclusion and support strategic priorities, ensuring that consideration is given to the impact on the high needs block and bench marking data when decisions are made.

#### **Local context - numbers**

- **0.19%** of children and young people were permanently excluded from Lancashire schools; this equates to 393 children and young people. The permanent exclusion rate in England is 0.1%.
- **7.0%** of young people aged between 16 and 17 years were not in employment, education or training in February 2020; this equates to 1,784 young people and places Lancashire in the lowest 20% for this performance indicator nationally.
- **30.0%** of young people aged between 16 and 18 years not in employment, education or training in 2019/20 had special educational needs.
- **63.0%** of young people aged between 16 and 18 years not in employment, education or training in 2019/20 have had some previous social care involvement
- **118** alternative provision places are available per 10,000 of the secondary age pupil population; in England there are 88 places per 10,000 of the secondary age pupil population.
- **7.8%** children and young people attending alternative provision in Lancashire were reintegrated back into mainstream education. Nationally almost two thirds of primary age pupils and key stage three pupils are reintegrated into mainstream. In key stage four 53% of year ten pupils are reintegrated into mainstream and 10% of year eleven pupils.
- **70%** of children and young people with education, health and care plans attending alternative provision live in the south area of the county.
- **£12.9 million** is the predicted cost of alternative provision this financial year.

#### **Local context - places**

The number of alternative provision placements that have been commissioned from state funded alternative provision providers over the last three years is presented in the table below.

	<b>2017/19</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>
Number of commissioned places	807	925	885	861

The main providers of alternative provision in Lancashire are:

<b>Primary alternative provision</b>	<b>Location</b>	<b>Secondary alternative provision</b>	<b>Location</b>
Stepping Stones Short Stay School	Lancaster	Chadwick High School	Lancaster
Golden Hill Short Stay School	Preston	MCKee College House	Fylde
		Coal Clough Academy	Burnley
		Oswaldtwistle School	Accrington
		Larches High School	Preston
		Shaftesbury High School	Chorley
		The Acorns School	Ormskirk

The total number of alternative provision placements for primary aged pupils was 93 in 2019/20.

The total number of alternative provision placement for secondary age pupils was 813 in 2019/20.

83 alternative provision placements were commissioned from independent providers, including some post-16 providers.

The demand for alternative provision placements has increased in 10 of the 12 local areas over the last 3 years and all of these have more alternative provision places per 10,000 of the secondary age population than the national average.

Ribble Valley has the fewest number of young people attending alternative provision (24 places per 10,000 secondary age population). Burnley has the most young people attending alternative provision (198 places per 10,000 of the secondary age population).

Areas with more alternative provision places tend to have higher exclusion rates.

More affluent areas tend to have lower permanent exclusion rates and fewer alternative provision places, although there are some exceptions to this for example Rossendale and Chorley.

### **Short-term actions**

1. Establish an Alternative Provision Governance Group to consult with the sector and support the implementation of the Alternative Provision Strategy.
2. Consult with headteachers to support the development of a shared agreement about roles and responsibilities that includes individual and collective responsibilities for outcomes and destinations of individual pupils, the fair and equitable access to alternative provision and oversight and quality assurance of this provision.

3. Review the criteria and processes for admission to alternative provision, to create a needs led approach that ensures the local authority fulfils its duties to ensure the provision of suitable education for children of compulsory school age who because of illness, exclusion or otherwise would not receive a suitable education.
4. Establish robust systems for monitoring alternative provision, that include everyday performance measures such as attendance, placement uptake and funding requirements as well as outcome measures such as mainstream reintegration rates, progress and attainment and destination data.
5. Establish systems for reporting and publishing data relating to everyday performance and outcome measures regularly and more widely.
6. Create an alternative provision provider and services directory.
7. Strengthen and extend the Early Help offer to families at key transition points, and which could include transition into alternative provision and reintegration back into mainstream education.
8. Establish and maintain an approach that supports and complements the work being undertaken to promote engagement in education, employment and training across the county.
9. Establish better partnership working across key agencies and services, to include youth offending and complex safeguarding teams for example.

#### **Medium term action**

1. Undertake more preventative and early intervention work through the schools' locality networks, bringing education and children's services teams together to support inclusion of children and young people within local mainstream schools.
2. Co-design, and develop a shared understanding of, high quality intervention support across the system to include school to school support as well as that provided by external services and providers.
3. Create knowledge and understanding of what good alternative provision looks like for example by investigating and exploring the feasibility of different models of alternative provision that have been implemented by local authorities who are statistical neighbours with low exclusion rates.
4. Undertake consultation with young people who are, or who are at risk of becoming, not engaged in education, employment and training to identify the requirements of alternative provision and pathways to employment and training and inform future decision making and commissioning arrangements.
5. Undertake a gap analysis of alternative provision within the local area.
6. Develop and refine commissioning arrangements for alternative provision, this could include for example trialling different approaches with groups of schools and/or external providers to create more responsive and flexible packages of support.

7. Explore the possibility of creating champions/advocates/ coordinator roles in collaboration with schools forum to provide support for young people at key transition points and over extended periods of time as this is required.
8. Develop a quality assurance framework for alternative provision for use with a range of different settings including mainstream settings.

## **Outcomes**

The Alternative Provision Strategy will:

- Support improved outcomes for children and young people at risk of exclusion by identifying need earlier and targeting preventative support.
- Support a needs led approach so that children and young people are supported more flexibly and innovatively with a reduced dependency on full time placements in Alternative Provision.
- Redress the unsustainable budget pressures associated with the current level of demand.



## **Alternative Provision Strategy: national context and background information**

The government have commissioned a number of different reports and reviews pertaining to alternative provision in recent years. An overview of the information obtained from these government documents has been referred to within this report alongside a review into the arrangements for children and young people with social, emotional and mental health needs in Lancashire commissioned in 2018/19.

A summary of the arrangements for alternative provision in local authorities with low exclusion rates and an overview of the approach adopted by Lancashire's statistical neighbours is also provided in this background information.

Persistent disruptive behaviour is the main reason for schools' referrals of pupils to alternative provision, although the amount of time a school invests in trying to manage an individual pupil's behaviour would seem to vary and also to reflect the nature of the behaviour being presented<sup>1</sup>. This large scale investigative study found that schools tend to source and plan support for pupils at risk of exclusion internally and often had recourse to external support from the local authority or other professional groups. For the main part this support was viewed favourably although concerns were raised about budgetary constraints and the timeliness of the support that was offered on occasions.

This study also found that school staff were concerned about the level of disengagement of the individual learner, the impact on other pupils and overall performance of the school. These factors are in addition to those relating to funding identified in a report into alternative provision completed by the Isos Partnership and which was commissioned by the Government in October 2018. In this report it was suggested there was a possibility that schools might be incentivised to permanently exclude children and young people at the expense of fixed-term exclusion. The reason cited being that local authorities fund placements for permanently excluded pupils whereas schools fund those for fixed-term exclusions<sup>2</sup>.

During an independent Lancashire review of children and young people with social, emotional and mental health needs completed in 2019 a number of headteachers indicated there was a significant disincentive to be inclusive and although some schools reported spending considerable sums on alternative provision, others expressed the view that spending more than the funding attached to an individual pupil was unsustainable.

Research carried out by Isos Partnership in 2018 revealed that children were more likely to be placed in alternative provision following a permanent exclusion as they got older, whereas younger children in key stage two and to a lesser extent in key stage three were more likely to attend alternative provision for preventative reasons. Similarly, pupils at a later stage of their education, were less likely to have dual

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<sup>1</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/748910/Investigative\\_research\\_into\\_alternative\\_provision.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748910/Investigative_research_into_alternative_provision.pdf)

<sup>2</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/748910/Investigative\\_research\\_into\\_alternative\\_provision.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748910/Investigative_research_into_alternative_provision.pdf)

placements split across their mainstream school and alternative provision, although both types of provider recognised the benefits of dual registration arrangements and how it supported reintegration back into mainstream education<sup>3</sup>. Older pupils were less likely to return to mainstream education, particularly towards the latter stages of key stage four, which in part seem to be associated with the engagement of mainstream schools in the reintegration of pupils, particularly where these had been permanently excluded previously.

This research also indicated that transition from alternative provision into post-16 provision was problematic for a number of reasons not least because there is no universal reporting system, which makes it difficult to monitor the outcomes for these young people.

Headteachers expressed their view that a substantial proportion of pupils who left alternative provision lack the necessary resilience to cope with life in a post-16 mainstream environment. In addition it was considered by some that transitional support tended to focus on the initial stage of the process and that some learners would benefit from longer term tailored support. Some providers have attempted to address this through the development of transition co-ordinator roles who provide support for the first six months in a new placement.

A literature review of alternative provision commissioned by the government in 2017 also highlighted the importance of developing clear transition pathways and transitional support for pupils as they move out of alternative provision<sup>4</sup>. It was suggested that transition should be supported through the development of strong links between alternative provision providers and local colleges and providers and the provision of high quality targeted careers advice.

Research conducted by the Isos Partnership completed in October 2018 suggested there was no definitive model for organising alternative provision but that reliance upon one provider or sector, including the maintained sector may be problematic<sup>5</sup>. The researchers who completed the literature review into alternative provision found that most young people, especially those with complex needs, require an individualised package of support involving more than one provider.

Over 50% of local authorities operated different systems for alternative provision and specialist provision for pupils with social, emotional and mental health needs and generally outcomes in these authorities tended to be slightly better. The Isos Partnership concluded the multiple interdependencies between the two different types of provision provided evidence of the need to see alternative provision as part of a system of broader inclusion support that required careful strategic planning. This was seen to be more beneficial than the development of more formalised approaches

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<sup>4</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/585550/Alternative\\_provision\\_effective\\_practice\\_and\\_post-16\\_transition.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/585550/Alternative_provision_effective_practice_and_post-16_transition.pdf)

<sup>5</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/752548/Alternative\\_Provision\\_Market\\_Analysis.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/752548/Alternative_Provision_Market_Analysis.pdf)

setting out which pupils should be supported in alternative provision and which would be more likely to benefit from specialist social, emotional and mental health provision.

At the time of Isos Partnership publication 76% of local authorities had centralised arrangements where responsibility for funding, local provision and decision making remained with the local authority. 24% of local authorities had devolved some or all of the responsibilities for funding, provision and placements to schools either individually or through local partnership arrangements. Pupil outcomes in terms of exclusion rates and financial outcomes tended to be better when some or all of the responsibilities were devolved to schools.<sup>t</sup>

The findings of the Isos Partnership did not indicate there was a correct model for arranging decision-making responsibilities with respect to alternative provision. It was more that the devolvement of decision making responsibilities to schools is one way of fostering collective responsibility for alternative provision and that the de-delegation of funding was a way of promoting this.

The Isos Partnership research found that local authorities were instrumental in maintaining a system-level overview and framework that supported individual and collective responsibility for pupils likely to benefit from alternative provision. Local authorities were seen as having a key role to play in overseeing the management of pupils not in full-time education, providing advice, brokering solutions and supporting the reintegration of pupils back into mainstream education.

Investigation into the approaches adopted by the local authorities that are the statistical neighbours of Lancashire and where permanent exclusion rates are low presents a similar picture. A range of different approaches have been adopted that include:

- alternative provision management committees, comprising local secondary schools,
- agreed sets of principles including that for example that pupils in key stage four remaining the responsibility of their original school and that schools within a local area will support reintegration for pupils who have had one permanent exclusion;
- the development of an alternative provision and targeted programmes for pupils during year 11 and beyond, that promotes partnership working between families, schools and businesses;
- the employment or commissioning of careers coaches and/or transition support workers over extended time periods;
- the development of a flexible purchasing system for alternative provision;
- the provision of a quality assurance framework for alternative provision;
- de-delegation of funding to schools in one local authority

A number of concerns were raised with respect to the actual delivery of alternative curriculum itself. In the investigative research providers of alternative provision for example cited difficulties in balancing a vocational curriculum with core academic

subjects and managing the range of different types of needs presented by pupils that had been referred. This was an issue that was also highlighted in the literature review in that pupils are sometimes offered a somewhat utilitarian curriculum that serves to reinforce their marginalisation. Similarly families expressed some concerns about the breadth of the curriculum offer and how this might affect future prospects to engage in further and higher education, although many offered endorsement for the increased opportunities to gain vocational work based experience.

Another concern raised by the providers of alternative provision related to difficulties in the recruitment of a suitable workforce. This was reinforced by the finding of the literature review which stated that alternative provision requires a wide range of specialist staff that are well trained, caring and knowledgeable, but that there were limited opportunities for staff working in different alternative provision settings to share experience and expertise. In addition concerns were raised about the sufficiency of advanced training in special educational needs in England.

There would appear to a view more generally that relatively few alternative provision programmes had been evaluated with any rigour<sup>6</sup> and that schools are not able to provide evidence based evaluations of the effectiveness of approaches to intervention that had been implemented.

2017-18 financial year the average cost of a full time placement in alternative provision for one academic year was £18,000. Placements within the maintained sector were £17,600, slightly more in an academy and £20,400 when alternative provision was provided by an independent provider. The Isos Partnership found there was considerable variation in terms of cost across the local areas but were unable to identify key factors that provided any sort of explanatory value.

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<sup>6</sup>[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/585550/Alternative\\_provision\\_effective\\_practice\\_and\\_post-16\\_transition.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/585550/Alternative_provision_effective_practice_and_post-16_transition.pdf)

**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Head of Legal and Democratic Services****Part I**

Electoral Division affected:  
(All Divisions);

**Revised Terms of Reference - Cabinet Working Group for Museums**

(Appendix 'A' refers)

Contact for further information:

Misbah Mahmood, Tel: (01772) 530818, Senior Democratic Services Officer,  
misbah.mahmood@lancashire.gov.uk

**Executive Summary**

This report proposes changes to the Terms of Reference for the Cabinet Working Group for Museums following a decision by Full Council that secured further funding for Queen Street Mill Museum, Helmshore Textile Mills Museum and the Conservation Studio.

**Recommendation**

Cabinet is asked to approve the revised Terms of Reference for the Cabinet Working Group for Museums as set out in Appendix 'A'.

**Background and Advice**

Following a meeting of the Full Council on 13 February 2020, further funding of £936,000 for 4 years from 2020/21 to 2023/24 was secured for Queen Street Mill Museum, Helmshore Textile Mills Museums and the Conservation Studio. In light of this, the opportunity has been taken to review the role and functions of the Cabinet Working Group for Museums. An updated Terms of Reference (Appendix A) for the Cabinet Working Group has been developed to reflect the additional roles and responsibilities.

Cabinet is requested to approve the revised Terms of Reference for the Cabinet Working Group for Museums as set out in Appendix 'A'.

**Consultations**

N/A

**Implications:**

This item has the following implications, as indicated:

**Risk management**

There are no financial implications arising from this report.

**List of Background Papers**

Paper	Date	Contact/Tel
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None		
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Reason for inclusion in Part II, if appropriate		
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N/A		
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## **Cabinet Working Group for Museums - Terms of Reference**

### **Role and Function**

The Cabinet Working Group will:

- Consider the impact of the decision of Full Council on 13 February 2020 regarding the Museums and conservation and collections team, and explore service delivery models and opportunities and make recommendations to the Cabinet Member for Community and Cultural Services on the future of each of the following and their collections: Museum of Lancashire, Helmshore Textile Mill Museum, Queen Street Mill Museum, Judges' Lodgings and the Lancashire Conservation Studios.
- Keep under review the three museums (Clitheroe Castle Museum; Gawthorpe Hall and Lancaster Castle) currently operated by the County Council on behalf of third parties and make recommendations to the Cabinet Member for Community and Cultural Services on the viability of business plans to ensure full cost recovery which includes full overhead recovery, through reviewing charges and maximising income.

(Recommendations of the Working Group will be made to the Cabinet Member for Community and Cultural Services, who will present proposals to Cabinet as appropriate for decision)

### **Membership**

The Cabinet Working Group will consist of:

- 6 Conservative County Councillors
- 3 Labour County Councillors

The Chair of the Working Group is to be elected on an annual basis from amongst the members at the first meeting following the Council AGM.

The Cabinet Member for Community and Cultural Services shall not be a member of the Working Group, but shall be entitled to attend all meetings of the Working Group, as an observer.

### **Meetings**

Meetings will be every three months, or as agreed by the Working Group.

Support for the meeting will be provided by County Council officers.

The Working Group may invite County Council officers or members, or representatives of outside organisations, to attend meetings, where this would aid the objectives of the Working Group.





**Report to the Cabinet**

Meeting to be held on Thursday, 1 October 2020

**Report of the Director – Integrated Care Partnership****Part I**

Electoral Division affected:  
(All Divisions);

**Central Lancashire Integrated Care Partnership Governance Update**  
(Appendix 'A' refers)

Contact for further information:

Sarah James, Integrated Care Partnership Director

[sarah.james@lthtr.nhs.uk](mailto:sarah.james@lthtr.nhs.uk)

**Executive Summary**

Approval of the revised governance structure for the Central Lancashire Integrated Care Partnership.

**Recommendation**

Cabinet is asked to:

- (i) Approve the revised governance structure for the Central Lancashire Integrated Care Partnership as set out at Appendix 'A', and for the update to be shared within the county council.
- (ii) Continue to support the development of the Central Lancashire Integrated Care Partnership, through representation on relevant Boards and/or Committees.

**Background and Advice**

Appendix 'A' sets out a revised governance structure for the Central Lancashire Integrated Care Partnership which has been provided to all Central Lancashire Integrated Care Partnership partner organisations. The revisions include an overview of the roles and responsibilities of the component Integrated Care Partnership Boards and Committees, and an outline of the approach taken to developing priorities for our health and care economy.

**Consultations**

N/A

**Implications:****Risk management**

There are no risk implications arising from this proposal.

**Financial**

There are no current financial implications.

**List of Background Papers**

Paper	Date	Contact/Tel
None		
Reason for inclusion in Part II, if appropriate		
N/A		



# Central Lancashire Integrated Care Partnership Governance Structure

September/October 2020

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Appendix A

# Context

- This report has been prepared to provide Statutory Boards/Bodies / Committees with an update on the new Integrated Care Partnership Governance Structure and arrangements for Central Lancashire
- This new Governance Structure has been developed to enable partners within Central Lancashire to progress integrated working at place and at pace, so that we can work efficiently across all organisations and sectors to jointly improve services for our public and patients.

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It fits within a wider ICS structure across Lancashire and South Cumbria

- The slide deck contains information on;
  - ICP Governance Structure and detailed information on the main aspects
  - ICP Priority Setting Process and
  - ICP Priorities for 2020/21

# Central Lancashire Integrated Care Partnership

## Vision and Aims

### *ICP Vision*

*“Together, we will create a resilient health and care system, which will drive significant improvements in the wellbeing of our local communities, and will contribute to a sustainable Central Lancashire economy.”*

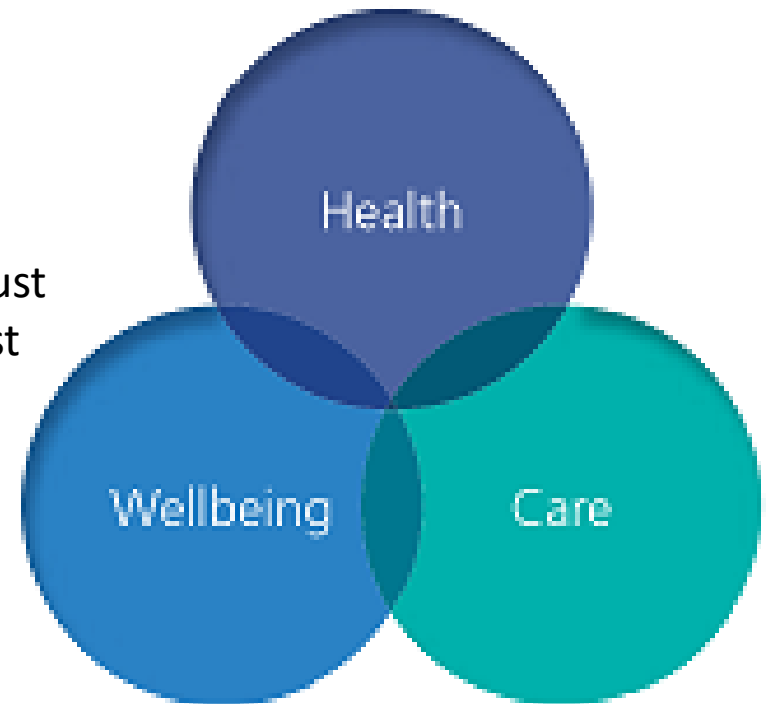
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### *ICP Quadruple Aim*

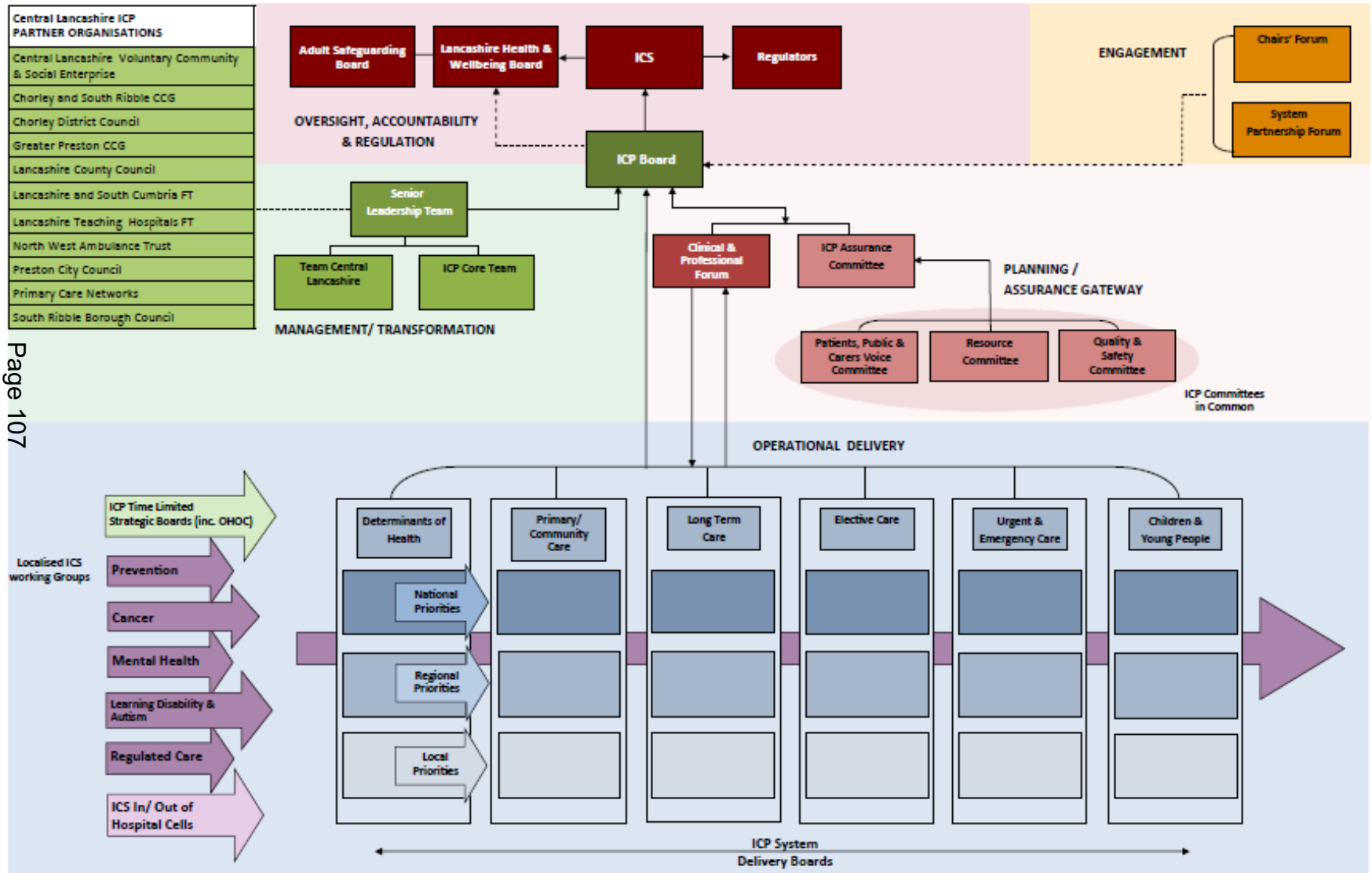


# Central Lancashire ICP Partner Organisations

- ✓ Chorley Council
- ✓ Chorley & South Ribble CCG
- ✓ Greater Preston CCG
- ✓ Lancashire County Council
- ✓ Lancashire Teaching Hospitals NHS Foundation Trust
- ✓ Lancashire & South Cumbria NHS Foundation Trust
- ✓ North West Ambulance Service
- ✓ Preston City Council
- ✓ Primary Care Networks
- ✓ South Ribble District Council
- ✓ Voluntary, Community, Social Enterprise sector



# Central Lancashire Integrated Care Partnership Governance Structure



# Central Lancashire ICP Governance review

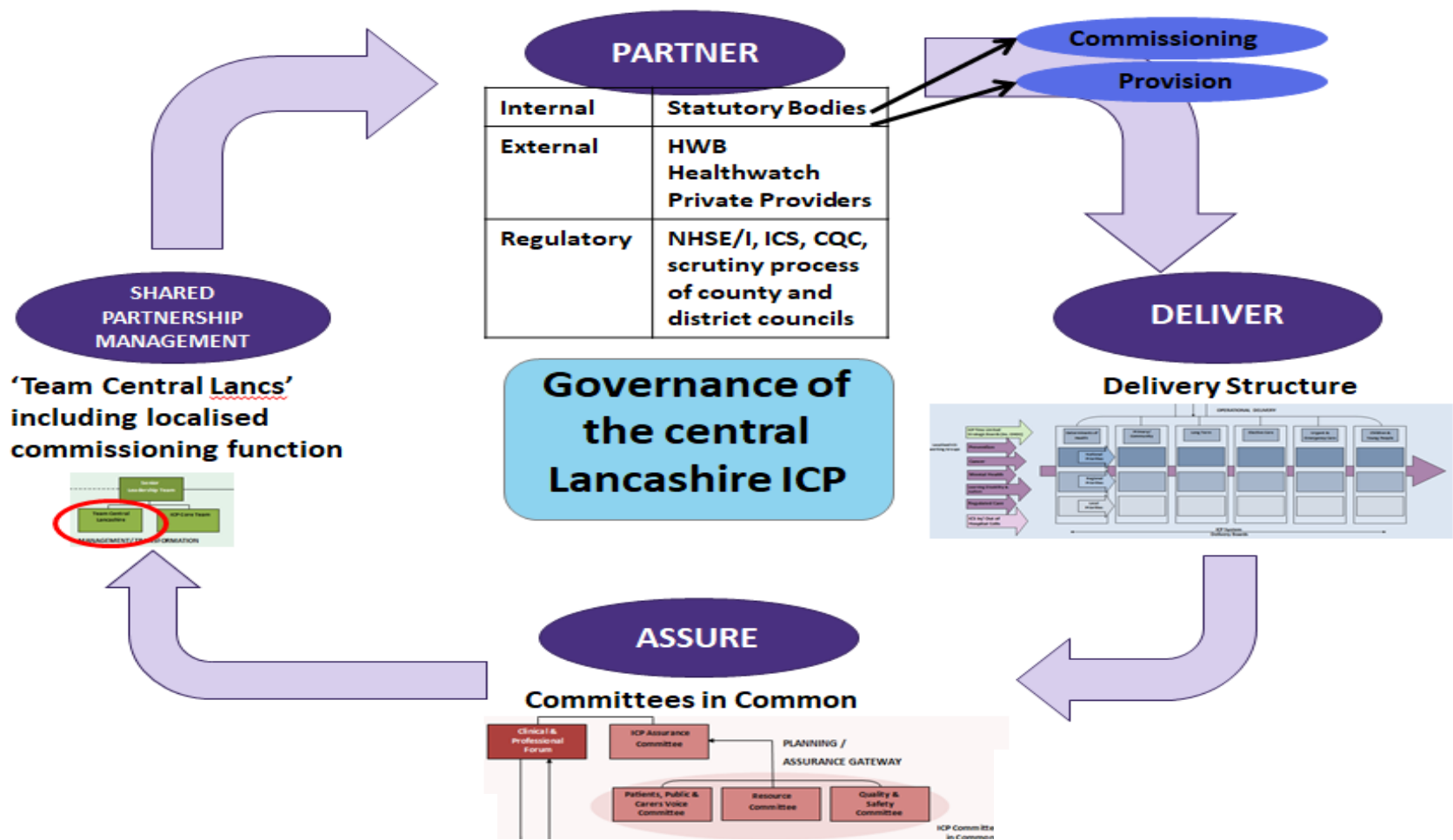
**The governance structure has evolved to enable:**

- Integrated system working to progress at pace
- Development and delivery of the ICP's end model
- A 'whole system' collaborative approach
- Collaboration between staff across the wider system
- Increased efficiency across the ICP to achieve the best for our population
- ICP governance to encompass the whole health and social care economy
- Development of ICP priorities that are clinically and professionally driven
- End to end pathway transformation



# GOVERNANCE: Central Lancashire ICP

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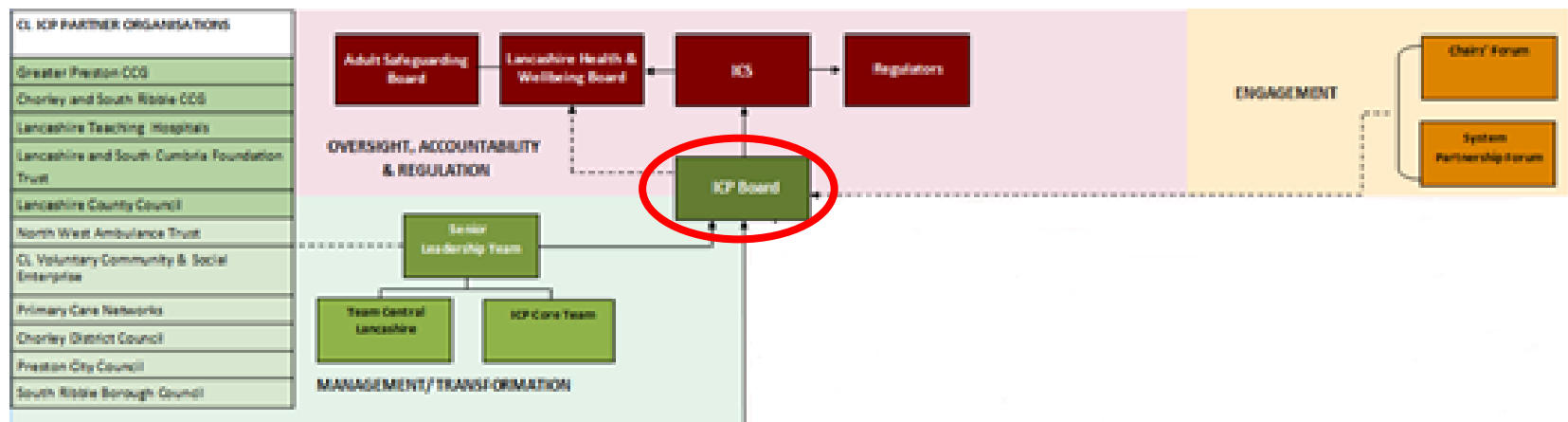


# GOVERNANCE: Integrated Care Partnership Board

The purpose of the ICP Board is to deliver the vision and aims of the central Lancashire ICP. It provide the strategic direction for collaborative, system-wide responses to improve the health and wellbeing of the central Lancashire population.

The ICP Board enables the organisations to hold each other to account for the delivery of effective leadership and facilitates the coming together of statutory organisations and other key partners to work across organisational boundaries.

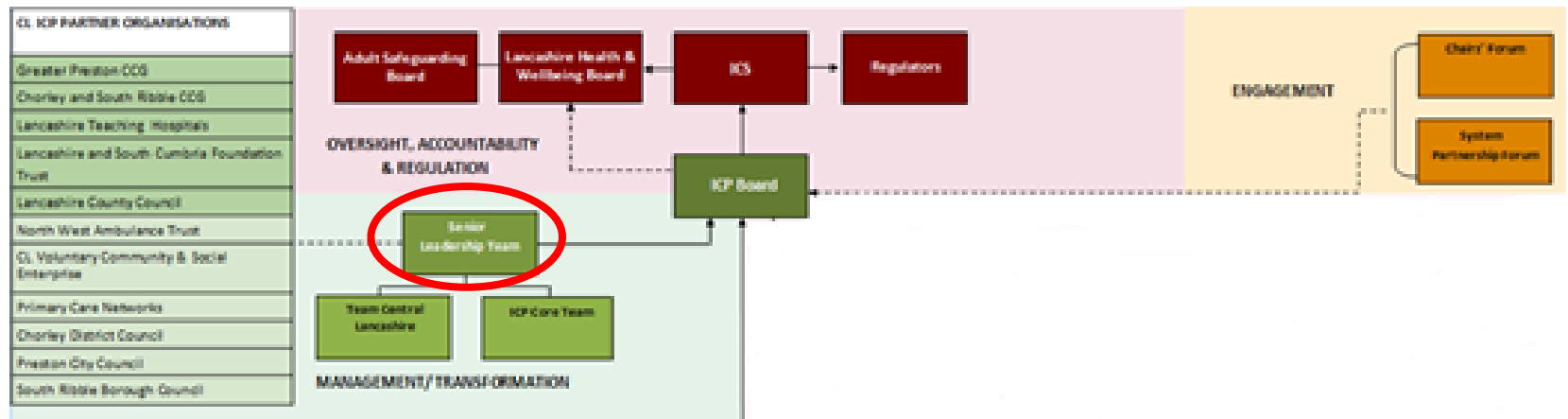
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# GOVERNANCE: Senior Leadership Team

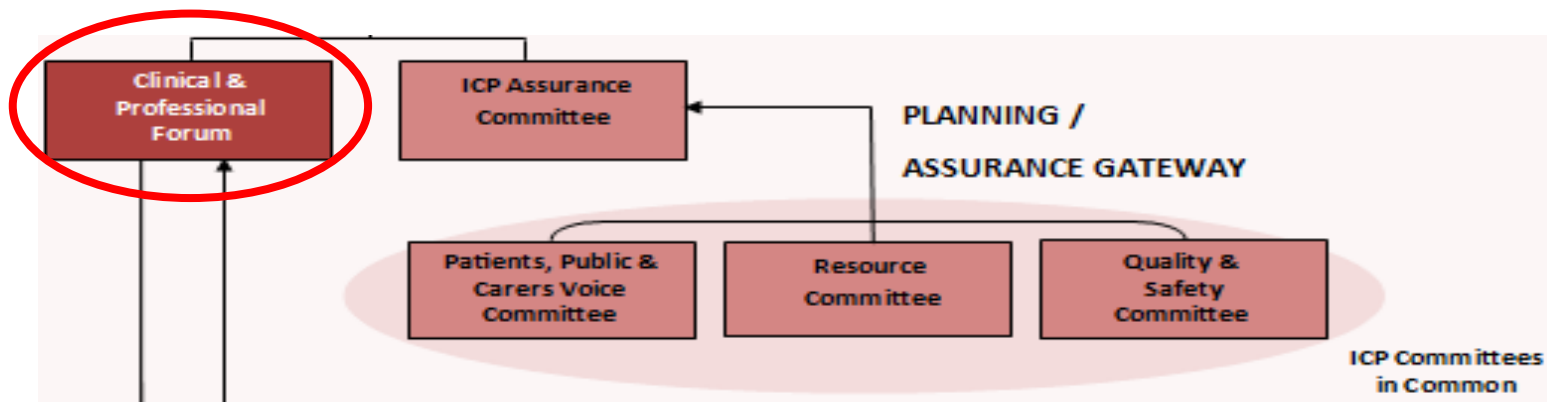
The Senior Leadership Team, (SLT) is the executive leadership function within the ICP providing leadership development and acting as an escalation point within the system prior to matters being sent to the ICP Board. The SLT will consult on all matters within the partnership and will also influence the strategy of the ICP Board.

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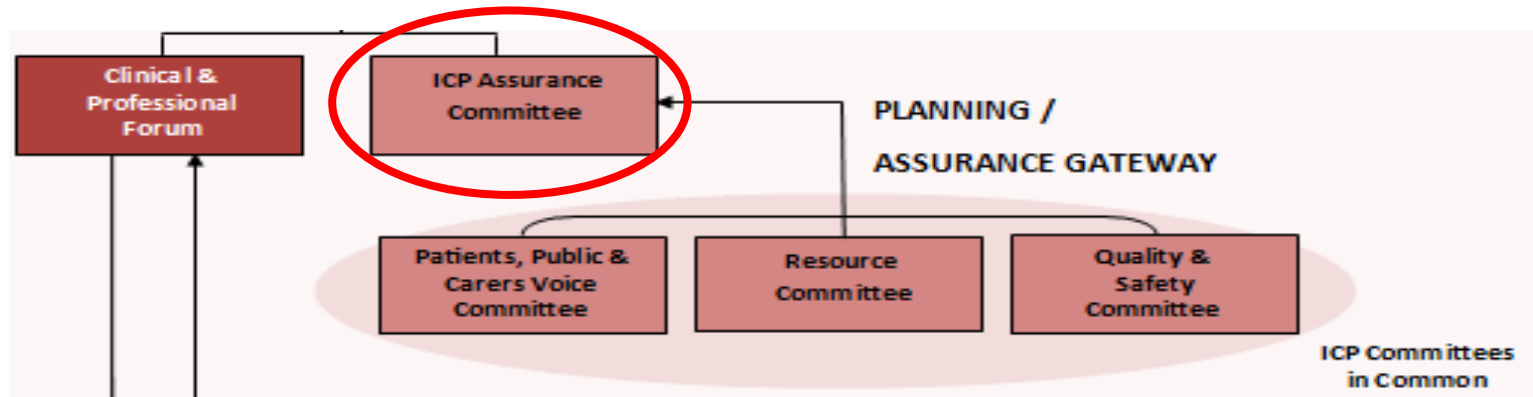
## ASSURANCE: Clinical & Professional Forum

The Clinical and Professional Forum will drive the strategy of the ICP by proposing the prioritised workstreams, developed through the ICP priority setting process. This will enable us to quickly identify and agree our priorities and ensure a systemwide focus on Recovery, Restoration and Health Inequalities.



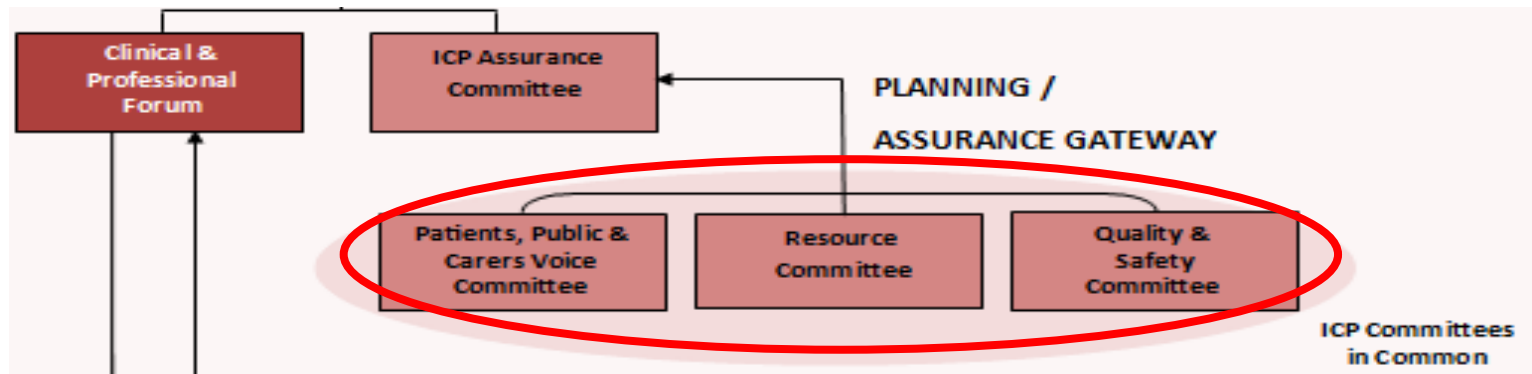
# ASSURANCE: ICP Assurance Committee

Assurance upon the planning process will come from the ICP Assurance Group, coming together to act as the single assurance gateway across the ICP. Senior members of all four Committees in Common will consider the proposed priorities before submitting final proposals to the ICP Board for approval.



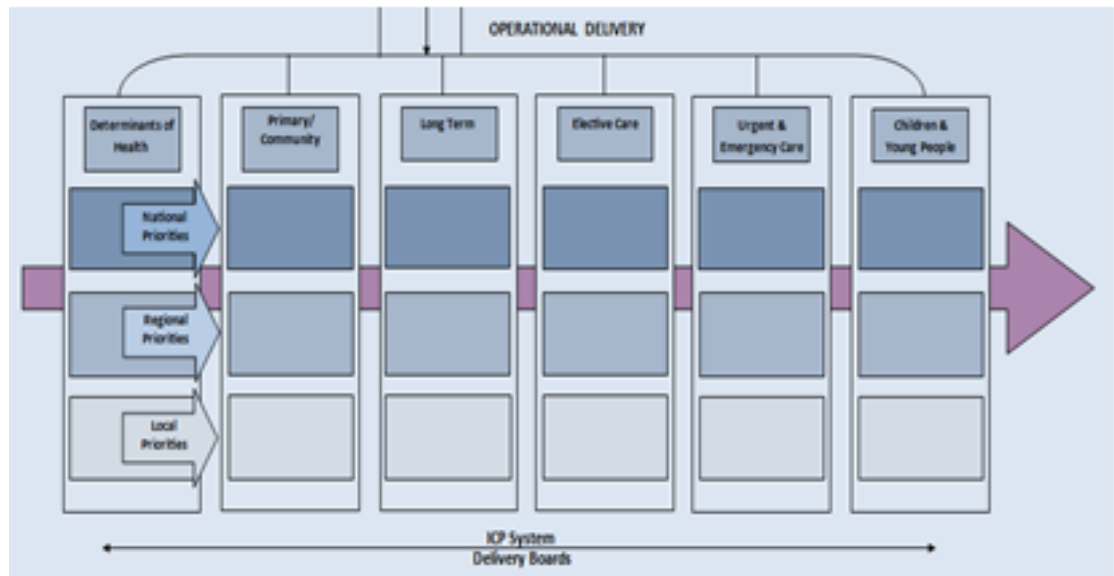
# ASSURANCE: Committees in Common

Established to provide assurance throughout the ICP (other than at ICP Board) and act as individual assurance gateways in respect of the planning function. The Committees in Common will each develop ICP strategies upon their subject matter expertise and will ultimately become committees of the ICP Board.



# DELIVERY: System Delivery Boards

Established to drive the delivery of local ICP priorities, and contribute service specialist knowledge to enable end to end pathway transformation. Held to account for delivery as a 'system' by the ICP Board



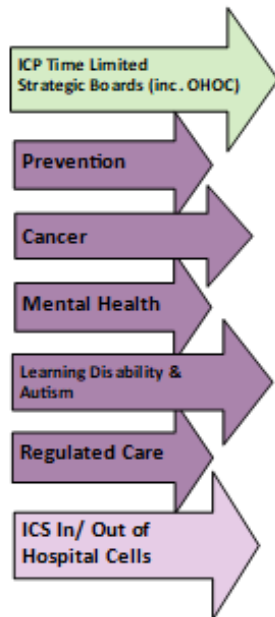
The System Delivery Boards are:

- Determinants of Health
- Primary/Community Care
- Long term Care
- Elective Care
- Urgent & Emergency Care
- Children, Young People & Maternity

# DELIVERY: The Localised ICS Working Groups

- ✓ Reflect the programme boards within the ICS
- ✓ Enable the local delivery and implementation of ICS led pieces of work
- ✓ Enable the development of local nuances, deemed necessary for our population
- ✓ Ensure that the ICS led priorities are embedded properly within our local system
- ✓ Enable us to flex as a local system, in the event of urgent changes.

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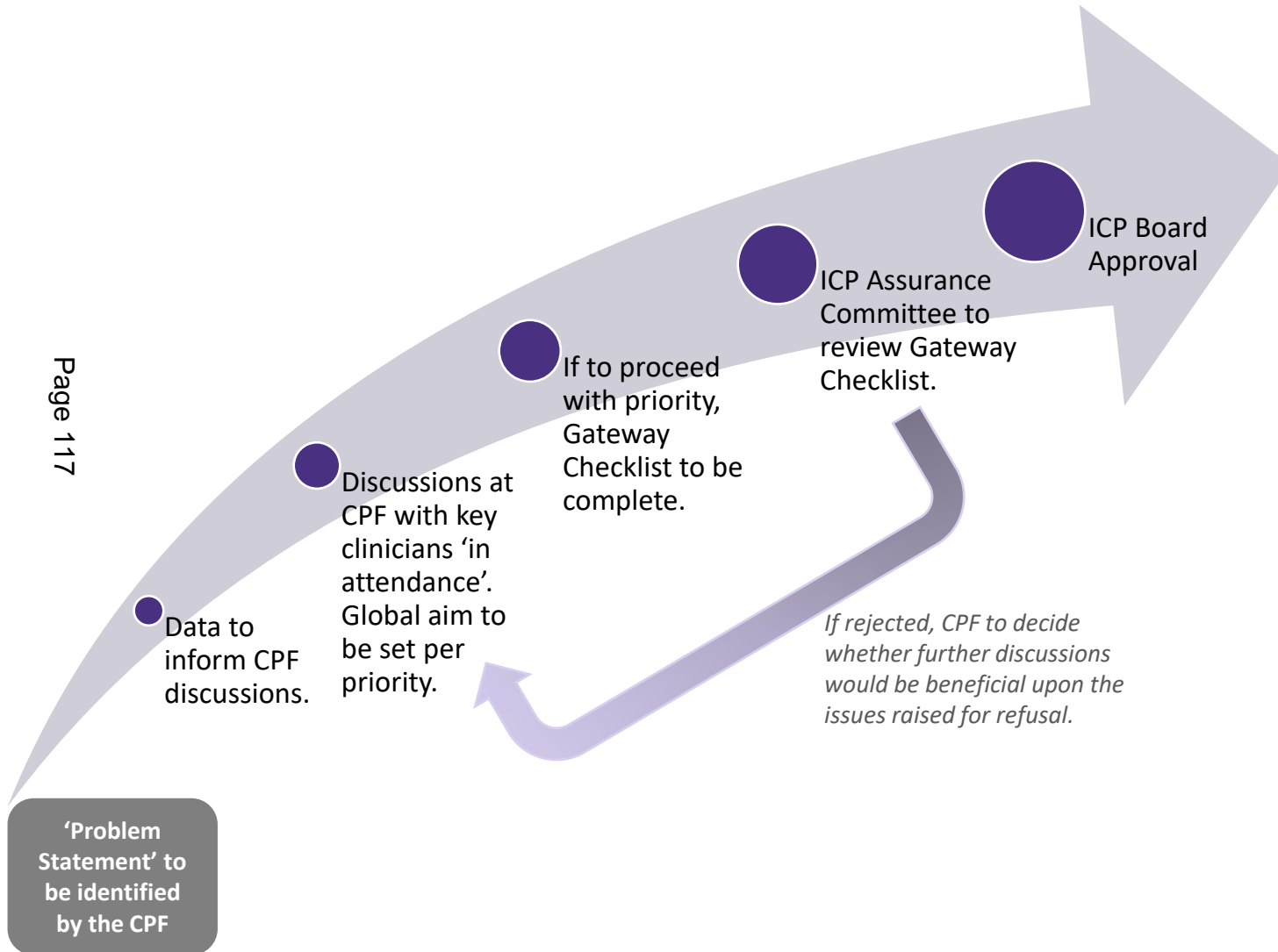


The Localised ICS Working Groups LIWGs) are:

- ICP Time Limited Strategic Boards (Inc. OHOC)
- Prevention
- Cancer
- Mental Health
- Learning Disability & Autism
- Regulated Care
- ICS In /Out of Hospital Cells



# PRIORITIES: ICP Priority setting process



## ICP Transformation Methodology

ICP System Delivery Boards will adopt a consistent approach to improvement methodology including:

- Continuous Improvement Methodology
- Flow Coaching Academy and Big Rooms
- CPF will stipulate whether a Big Room is required or not, as some allocated matters will not require big pathway re-design work

# PRIORITIES: Proposed System Delivery Board Priority areas

Determinants of Health	Primary/Community Care	Long Term Conditions	Elective Care	Urgent & Emergency Care	Children's, Young Peoples' & Maternity
SRO: Gary Hall CL: TBC SL: Jessica Partington	SRO: Louise Taylor CL: Hari Nair SL: Craig Frost	SRO: Gerry Skailes CL: Sumantra Mukerji SL: Jayne Mellor	SRO: Denis Gizzi CL: Arnie Bhowmick SL: Gary Doherty	SRO: Karen Partington CL: Lindsey Dickinson SL: Faith Button	SRO: Adrian Griffiths CL: Vicky Webster SL: Paula Garstang
<b>Population Health Management</b>  <i>Deep Dive required for CPF to endorse existing prioritised areas and to align system transformation to this SDB for accountability within the ICP governance structure.</i>	<b>Intermediate Care</b>  <i>Deep Dive required for CPF to endorse existing prioritised areas and to align system transformation to this SDB for accountability within the ICP governance structure.</i>	<b>Respiratory</b>  <i>Deep Dive required for CPF to endorse existing prioritised areas and to align system transformation to this SDB for accountability within the ICP governance structure.</i>	<b>Outpatient Reform</b>  <i>Deep Dive required for CPF to endorse existing prioritised areas and to align system transformation to this SDB for accountability within the ICP governance structure.</i>	<b>Frailty</b>  <i>Deep Dive required for CPF to endorse existing prioritised areas and to align system transformation to this SDB for accountability within the ICP governance structure.</i>	<b>Paediatrics:</b> <ul style="list-style-type: none"> <li>Acute Services Redesign</li> <li>Implement the recommendations of SEND inspection</li> <li>CAMHS redesign</li> <li>Safeguarding and looked after children</li> <li>Community Services</li> <li>End of Life Care</li> </ul> <b>Maternity and Neonates:</b> <ul style="list-style-type: none"> <li>Deliver standards within Better Births strategy and maternity aspects of Long Term Plan</li> </ul>
<b>Phase 3 Covid Guidance</b>					
Explicitly tackle fundamental challenges including action on health inequalities and prevention	Restore service delivery in primary care and community services  Expand and improve mental health services and services for people with learning disability and/or autism	Preparation for winter alongside possible Covid resurgence	Restore full operation of all cancer services  Recover the maximum elective activity possible between now and winter	Preparation for winter alongside possible Covid resurgence	Expand and improve mental health services and services for people with learning disability and/or autism
<b>Localised ICS Working Groups</b>					
Prevention Mental Health	Prevention Mental Health Regulated Care LD & Autism	Prevention Mental Health Cancer	Prevention Mental Health Cancer	Prevention Mental Health	Prevention Mental Health LD & Autism

# PRIORITIES: Developing our ICP Priorities

- The identified outcomes of each agreed ICP priority will formulate the KPIs for the respective System Delivery Board which will in turn inform the ICP performance framework
- The Clinical and Professional Forum are now looking to hold deep dives with each System Delivery Board to endorse current work, if applicable, and map existing ICP-wide transformation schemes.
- If existing schemes relate to the current focus upon restoration, recovery and health inequalities (in light of Covid) they will be allocated to a particular System Delivery Board

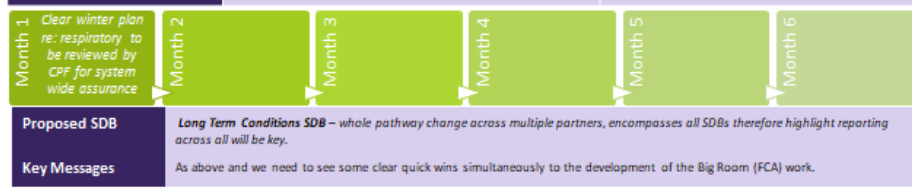
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This will support the development of further KPIs within relevant System Delivery Boards which will again inform the ICP performance framework

- In time, the identification of KPIs throughout the SDBs of the ICP will form part of the cycle of business in line with the planning cycle

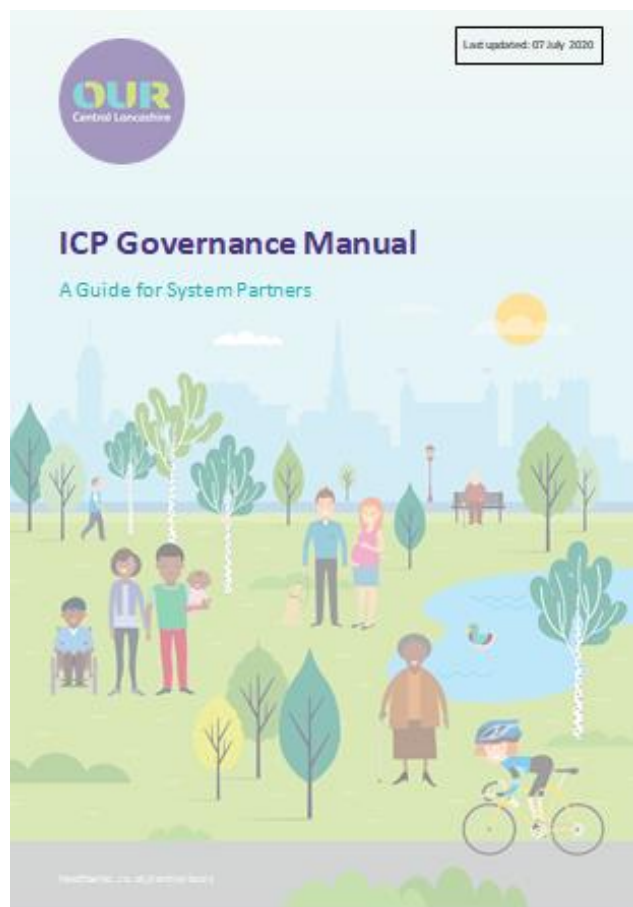
## ICP Assurance Committee – Gateway Checklist

Global Aim		RESPIRATORY
To appropriately diagnose, effectively manage within MOT settings and to avoid unnecessary admissions to support patients in their long term journey with respiratory illnesses.		
<b>Case For Change</b> <ul style="list-style-type: none"> <li>• High numbers of patients being diagnosed with pneumonia during hospital admission without a diagnosis of COPD (SDB)</li> <li>• High numbers of patients admitted with UKT, with low LOS</li> <li>• 23% patients admitted with respiratory illness also have mild fatty</li> </ul>		<ul style="list-style-type: none"> <li>• Both appropriateness and cost effectiveness of medications prescribed (right care)</li> <li>• Number of patients admitted to hospital with respiratory illnesses – and</li> </ul>
<b>Intended Actions and Outcomes</b> <ul style="list-style-type: none"> <li>• Actions: <ul style="list-style-type: none"> <li>• Validate the respiratory registers in primary care</li> <li>• Whole pathway review / development including ED / Community pathway and post COVID pathway</li> <li>• Enhancing palliative care registers</li> <li>• ICP Respiratory Strategy</li> <li>• A workforce review to identify the workforce skill set required to successfully manage the patient population</li> </ul> </li> <li>• *can be quantifiable</li> </ul>		<b>Outcomes:</b> <ul style="list-style-type: none"> <li>• Programme budget spend in line with benchmarked economic</li> <li>• Admission avoidance for low LOS patients/access to diagnostics</li> <li>• Specialist community and palliative services to link up to improve the experience of patients at end of life with respiratory disease (reduce proportion of deaths in hospital)*</li> <li>• Better joined up electronic care records – reducing duplication</li> <li>• Diagnostics once (removal of multiple diagnostics)</li> <li>• Increased MOT working and improved access for specialist advice for community clinicians</li> <li>• Increase uptake of smoking cessation services *</li> <li>• Increase early diagnosis (detection) of COPD (quantifiable – to be determined)</li> </ul>
<b>Priority Alignment</b> <ol style="list-style-type: none"> <li>1. Population outcomes: earlier detection and diagnosis reduce long term morbidity.</li> <li>2. Experience and Quality of Care: all intended outcomes will improve quality of life outcome measures.</li> <li>3. Economic sustainability: Potential opportunities within medication budget and use of current community services in a different way.</li> <li>4. Workforce: bringing workforce together in a streamlined and integrated way will make caring for patients easier which will lead to fulfilment.</li> </ol>		<b>Phase 2 Covid Planning – recovery and health inequalities:</b> <p>Data shows that respiratory is integral to our winter plan and consequently winter preparedness, which has been discussed as per phase 2 of Covid recovery. Admission avoidance and use of the virtual ward will be imperative to get right.</p>
<b>Partners Involved</b> <ul style="list-style-type: none"> <li>✓ Central Lancashire Voluntary Community &amp; Social Enterprise</li> <li>✓ Chorley and South Ribbles CCG</li> <li>✓ Chorley District Council</li> <li>✓ Greater Preston CCG</li> <li>✓ Lancashire County Council</li> <li>✓ St Catherine's Hospice</li> </ul>		<ul style="list-style-type: none"> <li>✓ Lancashire and South Cumbria NHS FT</li> <li>✓ Lancashire Teaching Hospitals NHS FT</li> <li>✓ North West Ambulance Service NHS Trust</li> <li>✓ Preston City Council</li> <li>✓ South Ribbles Borough Council</li> <li>✓ PCNs</li> </ul>
<b>Resource Impact</b> <ul style="list-style-type: none"> <li>• We need to look at resource – workforce and how we utilise what we already have in a different way.</li> </ul>		<ul style="list-style-type: none"> <li>• Need to query additional resource for early diagnostics?</li> </ul>



# Central Lancashire ICP Governance structure

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- For further reading, please refer to the ICP Governance Manual, as approved by the ICP Board in June 2020.
- This document will continue to be updated to reflect developments within the central Lancashire health and care economy and the wider system.
- For any queries in relation to version control please consult the ICP Core Team.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.  
It is considered that all the circumstances of the case the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

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